School Support Services

Subproject for the

Minister's Advisory Committee

for

Curriculum Instruction Review

Respectively

submitted
by:

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Preface

School Support Services is a report prepared for one of six subproject committees of the Minister's Advisory Committee for the Curriculum and Instruction Review, Saskatchewan 1981-83.

In its deliberations this subproject committee determined that supports to the schools could be described as social, community, parental staff/program supports and as such are examined in this paper. A further type of support to schools, resource centres, is examined separate from this report, but as part of this subproject.

An abbreviated version of this report entitled School Support Services: A Synthesis Paper is available from the Department of Education.

The reports from all six subproject committees were fed through the Advisory Committee for use in a final report to the Minister of Saskatchewan Education in 1983.

Approximately 50 people have been involved in the search for information regarding School Support Services (Appendix A). Each person has contributed in their own unique manner and is appreciated for their time. effort and valuable assistance. Thank you.

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Introduction

Purposes

Simply stated this report examines three basic questions about school support services:

1. What is available in Saskatchewan and elsewhere?
2. Are these services important for a student's education, and if so what are the various ways of effectively delivering such services?
3. What needs to be done in Saskatchewan?

In order to address these questions this subproject report will:

1. define and conceptualize support services
2. describe the present level of support service activity in the province within limits proposed by the subproject committee
3. from the literature establish a set of indicators or principles that determine how support services enhance curriculum and instruction
4. examine alternative models used for implementing support services
5. develop a framework for delivering support services
6. propose through recommendations an action plan for implementation of support services in Saskatchewan (Writer's terms of reference; contract, 1982)

Definition

Initially the following operational definitions of school support services, classified as social, community, parental, and staff/program support services, were used to gather information for this report. As the search and in depth interviews progressed the definitions in two areas were immediately expanded. It became apparent that community resource services and parental involvement services could include participation in policy, procedures and program development. In addition in both these areas services from the schools were received. Such instances will be clarified as they occur in this report.

SOCIAL SUPPORT SERVICES are provided from inside or outside the school by government agencies and include services such as guidance services, health services, psychological services, audiology services, speech pathology services, and school social work services and attendance services which are concerned with the total welfare of pupils.

1. Guidance Services - services such as counselling with pupils, counselling with parents, consultant service to staff members, pupil appraisal services, information services, maintenance and interpretation of cumulative records of individual pupils, placement services, evaluation services, financial aid services, referral for additional guidance services.

2. Health Services - services such as compiliation, maintenance, and use of pupil health records; health appraisal; nurse services; provision of care of emergency illness and injury; inservice education on health services, health counselling for individual pupils; communications to parents about health problems of pupils; dental services; psychiatric services; immunization program; prevention and control of communicable diseases; adjusting programs of health needs of individual pupils; promoting a healthful school environment; a food program for needy children; referral for diagnosis or treatment.

3. Psychological Services - services such as administering psychological tests, interpreting results of psychological testing, psychological counselling, psychotherapy, consultant services to staff members and referral of pupils for further clinical diagnosis or treatment.

4. Audiology Services - activities organized for the identification of children with hearing loss; determiniation of the range, nature, and degree of hearing function; referral for medical or other professional attention as appropriate to the habilitation of hearing; language rehabilitation; auditory training, speech reading (lip reading), and speech conservation as necessary; creation and administration of programs of hearing conservation; and counselling and guidance of children, parents and teachers as appropriate.

5. Speech Pathology - activities organized for the identification of children with speech and language disorders, diagnosis and appraisal of specific speech and language disorders, referral of medical or other professional attention necessary to the habilitation of speech and language disorders, provision of required speech habilitation services, and counselling and guidance of children, parents, and teachers as appropriate to the habilitation of speech and language.

6. School Social Work Services - activities such as investigating and diagnosing pupil problems arising out of the home, school or community; casework services for the child, parent, or both; interpreting the problems of pupils for staff members; and promoting modification of the circumstances surrounding the individual pupil which are related to his problem insofar as the resources of the family, school, and community can be effectively brought to bear upon the problem.

7. Attendance Services - activities such as prompt identification of patterns of attendance, promotion of positive pupil and parent attitudes toward attendance, analysis of causes of nonattendance, early action on problems of nonattendance, and enforcement of compulsory attendance laws.

COMMUNITY RESOURCES include non-government organizations, facilities, and personnel, such as theaters, parks, playgrounds, libraries, art galleries, museums, zoos, planetariums, botanical gardens, churches, Boy Scouts and other youth groups, service

clubs, industries, and individuals, including representatives of various occupational groups, cultural groups, and civic organizations.

PARENTAL INVOLVEMENT includes parent participation either at the school level in activities such as helping in the office or library, or in the classroom listening to children, assisting with field trips or as resource personnel.

STAFF AND PROGRAM SUPPORT SERVICES include those academic supports provide from within the schools by the boards of education or by the Department of Education such as: services (activities and personnel) aimed at improving policies and procedures, providing resources and inservice, and providing opportunities for local curriculum development and professional growth (Putnam, Chismore, 1970).

Support services to the school is conceived as an umbrella term to include all ways in which the school receives assistance outside its walls. Only those support services which either directly or indirectly aim toward the student are included in this report. In some literature the term community services is used, as virtually all the services with the exception of the staff and program services come from the community.

This community may be divided into related professional community and unrelated community services. The 'related' services usually come from government-funded or non government social service agencies, from health agencies or from private or other level of educational agency.

In some literature the term parental involvement is part of community resource services.

Further, in some literature the school principal is viewed as the essential support service to the children.

Another aspect of definition to be considered is the type of involvement the support services provide the participants. Such involvement may be organized schematically (Figure 1.)

Figure 1.

Indirect/Direct Involvement
between schools and...

in...	Social Services	Community resource services	Parental involvement services	Staff /program services
policy, procedures				
provision of resources				
daily school experiences				
special events				

Place the appropriate symbol below in ▱ for indirect involvement or ◿ for direct involvement.

△ = provincial level □ = regional level
○ = unit/divisional level X = school level
✓ = classroom level.

Perhaps a useful exercise for the reader would be to complete the matrix in Figure 1 by inserting the symbols indicated in the legend for a school in which you may be involved.

The lead question is:

> Is there direct or indirect involvement between your school and social services/ community resource services/ parental involvement services/ staff program services from the provincial/ regional/ unit/ school/ classroom levels in matters related to policy and procedures/ the provision of resources/ daily school experiences and/or on 'special' occasions?

Completing such a matrix illustrates which portions of this umbrella of services are in place in your school community. Being unable to complete the matrix may indicate a lack of service, communication and/or coordination.

Other questions could surface such as the extent the services are used, their impact upon children's lives, their organizational effectiveness, the level of delivery and its appropriateness.

Rationale

Before these questions and others can be addressed, the people of this province must understand and come to terms with several issues.

These issues are considered at this point in the report in order that the reader may appreciate the far reaching effect the use of support services has on the educational system. Keeping in mind these issues may also generate others.

These issues are philosophical and organizational in nature.

Philosophically the people of Saskatchewan must decide and accept the consequences of their decision concerning the extent to which children's needs in this province will be met.

How do we balance the needs of children with the economic forces affecting all citizens? At what point does the school interfere rather than assist the home in providing for the needs of children? What healthy positive needs if met will enhance the quality of citizen service in Saskatchewan's future? At what point are the needs of children considered pressing and damaging?

In Saskatchewan, Section 178, The Education Act (1978) charges principals of schools and parents of the child with the responsibility of referring to the director or superintendent for 'alteration in the educational program' any pupil who is unable to profit from instruction ordinarily provided'..'by reason of disability, handicap or other disabling personal attributes.'

Just how the people of this province define 'unable to profit' and 'disabling' is directly related to the commitment to children, this province is willing or believes should be made.

Is being hungry disabling enough to cause a child to be unable to profit from instruction ordinarily provided?

Is being upset due to family disturbances disabling enough to cause a child to be unable to profit from instruction ordinarily provided?

Is being native or bright or poor or 'not ready' disabling enough to cause a child to be unable to profit from instruction ordinarily provided?

The literature says yes (Appendix C).

Goldsmith, 1980 summarizes the literature to describe how the subtle but critical "deficiencies and imbalances (in nutrition) influences learning directly or indirectly" p.32. Cities in Schools (1978) is only an example of literature which describes the effects of poverty, home disturbances, race, etc. upon learning. Others are Miles and Ury (1978) Zdrale (1979), Hepworth (1978) Tyack (1979) Marchand (1982) and ERIC Research Action Brief, Numbers 27, 34, 48 (1977, 1978, 1979 respectively).

The superintendent/director is charged with alteration of the educational program ordinarily provided. The term

'instruction ordinarily provided' in essence means the processes and content of the core curricula. The demands of teaching and learning within such curricula fills the school experience. Coupled with that, the nature of the children's needs indicate that support services is a viable way to alter the educational program for children with disabling personal attributes.

How do support services enhance curriculum and instruction so the child benefits? Rephrased how do support services alter educational program enabling children to profit from instruction ordinarily provided? (terms of reference, contract, 1982). In Epenbach (1978) Grogan (1978) provide many examples which demonstrate the effects of social support services or school achievement, on student decision-making, on career education, on crime and juvenile delinquency, on disadvanteaged youths, adults, on mentally retarded youth and adults, on racial integration, on self concept and mental health and on work adjustment. Stark and Crager, (1978), Barone (1978) Koeck and Roenneburg (1978) all in Epenbach also describe how children can profit from educational experiences using support services. Miller and Menchinger (1970), Breyer et al. (1974) Marchand (1982), Alden (1980) agree. In most of the literature review the description models will also include evidence of effectiveness in helping children profit from these educational experience.

What are the costs? The literature says it varies. Cities in Schools (1978), Miles and Ury (1978), National Council of Welfare (1979), Government of North West Territories (1980). However, support services is sometimes a less expense way of

profiding for needs. Miles and Ury (1978) describes how money is salvaged.

In general the literature reports that the cost benefit varies. (Davilov, 1976) (Jones, 1977), (Gallup, 1982).

Most cost benefits will be considered in the search of the literature section of this report as programs are examined.

One interesting study emphasizes the stability of the school and its effect on the community. It recommends that providing the school with sufficient resources will return communities to a viable position. Rural Saskatchewan communities faces these difficulties.

Another study emphasizes that the cost benefit is a two way proposition. (Buffer, 1980) It says that there are positive benefits to both the children and participants. The school benefits financially from the use of the facilities offseting the financial cost of organizing and providing for the service. The specific examples used were for S.U.P, Foster Grand parents and SCORE programs.

Some literature is silent on the cost benefit factor because money was not available for evaluation, was not preplanned as an essential component of the intervention program nor were the objectives immediately testable (Holden, 1980)

Some literature offers cautions. (Harris, 1978), (Jones 1978), (Johnson, 1977) (Craig, 1981) and (Bartels, 1978).

In summary, Tyack (1979) provides a rather poignant view.

> 'If a child is not white, or is white but not middle class, does not speak English, is poor, needs special help with seeing, hearing, walking, reading, learning, adjusting, growing up, is pregnant or married at age 15, is not smart enough or too smart, then, in many places,

> school officials decide school is not the place for that child. When one considers the high rate of drug use, unwanted pregnancies and venereal disease, and poor diet among teenagers, it is apparent that health problems persist. And the shockingly high rates of unemployment among teenagers, especially urban minorities (often above 40 percent), suggest that the transition to work has become an acute social bottleneck, at least for an underclass. Clearly they (high schools) cannot do it alone, especially in the case of deep structural issues as high unemployment or racial or sexual bias. An urgent policy issue is how to translate this universal commitment into something more effective than compulsory seat time within the walls of a particular school building and to change it instead into a set of opportunities for youth academic and otherwise, that may make equality of opportunity more than a shibboleth. p. 52

A second philosophical consideration relates to the position of province along the continuum of development of our educational system.

Organization for Economic Cooperation (OECD 1976) offered one way to conceptualize this development and delineates three phases through which educational systems evolve.

> **Phase 1 -- Universal Education** During the first phase, attempts are made to provide universal education by affording all students access to a local school through school construction and transportation. With greater success in meeting this goal comes the realization that free access is not all that is required to meet the complex causes of inequality and thus the need to move to a second phase.

> **Phase II — Compensatory and Remedial Programs** According to the OECD report, the educational agencies of the western world have entered this second phase which is characterized by the provision of remedial measures through compensatory education and the introduction of "practice-oriented" courses. Such measures have served to produce "a perceptible decline in the number of drop-outs, especially when used in conjunction with adequate counselling and appropriate changes in teaching methods, curriculum materials, and the like." However, many jurisdictions have found it necessary to move into a third phase in efforts to achieve equality.

> **Phase III -- Open-ended Social Programs** The establishment of programs to overcome the external (to

> the school) "causes for school failure by providing within the school an array of specific social, health and welfare measures characterize this third phase." The consequence of these attempts has been the establishment of an "open educational system that has eliminated institutions and curricula that are dead-ends. It is a system that avoidds writing children off as failures and that encourages "drop-in" at all post-compulsory ages."
>
> The OECD report concluues that Canada has completed the first two phases and is embarking on the the third. Perhaps this is true.

In Saskatchewan, Phase I or II have been partially provided, and yet according to Williams, 1979:

> What will be the definition of educational quality in Canada? What is the point of equilibrium between affective and cognitive goals? What is the optimum balance between the best available factual expertise and prevailing social values? What is quality of education in a political system emphasizing a plethora of inconsistent values embedded in a shrinking resource base? We have yet to confront, let alone answer, these questions. In fact, we are only now beginning to address them openly, with the result that educational administrators are extremely vulnerable to criticisms about the quality of education offered in the systems they manage. This is, in large measure, the fault of educational professionals because we have yet to define the concept of educational quality and we may not recognize and be able to defend quality even when we see it! However, it is clear that is is highly unlikely that a definition can be developed that will be acceptable to all regions of the country. Our pluralist character works against such uniformity. One common element which does run through all regions, however, is the feeling that regional definitions of quality in education need to be developed, definitions which simultaneously reflect learner needs, societal needs, educational expertise, political and fiscal reality. p 25-26.

The fact that this subproject was selected early in 1981 by the Minister's Advisory Committee reflecting public growing concern indicates that the people of Saskatchewan are beginning to address Phase III. The issue related to the continuum at Phase III concerns the nature of support services.

Does Saskatchewan adopt a preventative or crisis management stance relative to support services? Is the educational system to be reactive thus perhaps only responding to children in crisis or is it to be proactive thus seeking out needs in order to intervene before crisis?

How far should we go in providing services? If we provide partial service will any benefits be realized or will they be proportionate? Is phasing in services an appropriate action, if so what is the optimum sequence and timing? Is it less expensive to provide teachers with time to work preventatively with children early in situations or buy expensive service later in crisis?

The response to such questions influences curriculum decisions, policy decisions and a whole host of implications affecting children.

In summary, philosophically, do support services sufficiently enhance curriculum and instruction, benefit children to such a degree that they are warranted in the school system?

Are we ready to decide?

The remainder of this paper is intended to assist with such a decision.

The main organization issue to face as a province is control in the educational system. Should the system use a centralized, decentralized approach or a combination based on choice or criteria? Should centralization/decentralization apply to all decisions including funding, support services, curriculum or should a combination approach, anually determined, based on choice or some criteria be possible? Should

centralization/decentralization occur at any or all of the regional/unit or division/school or classroom levels?

Across the nation and internationally the pendulum swings advocating decentralization and then centralization. In Eastern Canada the trend in education generally has been to centralization, back to the basics, and coordination of services. Fiscal retraint has been cited as one reason. There is some evidence this trend is reversing again. In Western Canada, the preference in literature and from interviews is for decentralized control of all aspects of the educational system with the exception of some degree of curriculum planning. The degree to which schools, school boards and school systems are decentralized may be a factor in their assumption of a reactive or proactive stance.

The decision regarding this organizational issue has far reaching effects for support services. Indeed these are some of the facilitating/limiting factors in the framework and plan of action proposed in later sections of this paper.

In order to describe the position of some educators and citizens and to describe all aspects of support services the following project was developed.

Procedures

A number of face to face and telephone interviews were conducted with various directors; teachers; government officials from Education Social Service, Health; members of the business community and member of professional organizations in Saskatchewan and across Canada. A complete list is provided in Appendix A.

The Saskatchewan directors were selected to provide a range of information, thus the following variables were taken into consideration:

> schools in rural/ urban areas, in low to high socioeconomic levels by region, in public or separate boards, in small to large schools, in K, Division I, II, III, IV, with multi/split or single grade classrooms, in French, Ukrainian, German or Native ethnic areas, using the Saskatchewan Joint (Shared) Services Program, having been included in the Social Services Inventory (Exner, 1982), the Saskatchewan Culture and Youth (1982) inventory and a developmental centre.

The directors selected teachers of their choice from Division K-IV as requested.

Across Canada via provincial Deputy Ministers' offices Department officials with a provincial view of support services were contacted. These people in turn provided the name of a local director of their choice who would in their opinion be able to provide a range of information regarding support services in that province.

Other government officials were selected from contacts beginning in the Ministers' Offices of Health and Social Services and through the office of the Director of Policy Planning and Research in Education. Other interviewees were selected in consultation with the subproject committee.

To reiterate, a range of information about support services in Saskatchewan and elsewhere is what was sought. This report does not purport to be a definitive study of support services in <u>all</u> of Saskatchewan.

When faced with constraints of funds and time, given the choice between a wide range survey questionnaire or fewer in

depth interviews it was felt the latter would be the optimum choice for the following various reasons.

Eight rather open-ended questions were devised around which the interview was structured. They act as a catalyst for discussion without prejudicing the information by leading the interviewee in identifying issues. Only in an interview situation could the kind of discussion occur which would get at the nuances. Second, these questions if in questionnaires could be misinterpreted and valuable information could be lost. Third, as questionnaires are a rather popular way of seeking information, educators are rather overloaded with them and thus the quality of response in some instances is suspect. The fourth reason is that face to face interviews are personal and therefore an effective way to seek information (Maher, 1980). Finally, because a range of information rather than generalizations is more appropriate as Saskatchewan begins to address Phase III (OECD, 1976), the details of support services could better be explained through discussion in interviews.

Questions

1. How do you define each of the following: social community, parental staff/program support.

2. What is available for use by the school, children and parents in each of the following: social, community, parental, staff/program support services. Rate the use made of the service on a 1 (very little) - 10 (over loaded) scale (7 is optimum).

3. How was each of these services developed in your school community?

4. What more is needed and should be available for use in each of these services? Why? What is not needed?

5. What procedures are followed in order to use each of

these services at the present time?

6. How should each new service be developed and made available for use?

7. Rate your school community on a 1 (poor) - 10 (excellent) in regard to the effect of each service. Why?

8. Comments.

Following the interviews, a thorough search of the literature has been conducted (Appendix C).

The writing of this report will conclude this portion of the subproject.

Saskatchewan School Support Services

Information gathered from the Saskatchewan in depth interviews will be presented around each of the questions outlined above.

Question 1

> How do you define each of the following: social, community resource, parent involvement and staff/program support services/ How is each useful?

The comments in answer to the first part of this question were in reference to the school system in which the interviewees were currently employed. Past school situations were used to compare and contrast definitions.

There was agreement that the operational definitions as presented to the interviewees prior to the discussions were "clearly outlined" and represented the kinds of supports which could be available to schools. The definitions were considered meaningful.

In some cases questions were asked and comments were made about the sources and accessability of the supports in the Saskatchewan context. Some general comments were:

> 'I wasn't aware that all these services existed, but they do.'
>
> 'They don't exist <u>within</u> the school but <u>to</u> the school'
>
> 'They aren't in our immediate community. We can find them if we need to but it's hard to get to them.'
>
> 'Outside the community, they're just not dependable.'
>
> 'These definitions provided me with needed details'.
>
> 'There are too few for normal kids.'
>
> 'There's overlap in services, but not in definitions.'

'They are not accessible'

'Some are not visible in schools but they could be there.'

It was during this part of the discussion that broader definitions of community resources and parental involvement developed. Before project participents described <u>how</u> the supports are useful the following comments were made:

'They are absolutely vital to children today. Life is so much more complex than before.'

'The schools have to have help in dealing with the really traumatic crisis for kids. We are often the first to know.'

'All of these could be useful but some are not useable due to overlapping and to accessibility therefore some are not as useful as others.'

'Some of these are not useful for normal kids. shouldn't they get some benefits too?'

'Some consultant services aren't useful because we are already competent in the areas they provide. They don't ask where we need a consultant.

'I need time to get myself together to plan these days help me.'

'There's lots of opportunities for us to have input, I wish we did so I could do more'

'We always can talk to the director and nobody minds'

'We should use parents and the community more, I know they'd be useful, but how do I find time? It's hard enough to take care of what goes on in my room'

They're very good about letting us go to things and some if I can choose one useful to me.'

'I teach where 66% of the children need help from an educational psychologist.'

'If the supports were organized, they'd be so useful to the schools. We need them and would use them.'

In summary, these comments confirmed that supports are useful.

Following is how the supports are seen as useful.

'They (supports) can stop a child from dropping out. These supports give the public a commitment to education. They help us better reach children. If the community and schools are together, I think healthier children are the result.'

'I can't cope with all the extra things children need today. The home should do it but if they don't— do I desert the child too? I need to go to someone who will help— help fast!!'

'They are useful to a point but only as far as the child is concerned. We are not going to the home to work on a marriage, poverty or an alcohol problem. We must channel our energy to the children.'

'They add caring. Parents understand then. They realize we're not being lazy when we want small classes and time to prepare. They know we just have a deep commitment and high expectations for ourselves and the value to education. We do care'

'If we could get them (supports) to work maybe the school would work together and be better'

'I saw a few lights go on and think a few teachers will now change in their classrooms.'

'If I have input I know the job I do will be more beneficial to the kids'

'I've seen it in every child of 2 families. Without early services you can't stop the really tragic happenings'

'I know this child who because she got help now has just turned around. She's happy, answers the office phone-- that's how they're useful'

These comments indicate that supports are useful for children. They appear to be one way to ease the strain upon stretched school resources in order to meet needs.

In this limited sample not one interviewee reported that the supports were superfluous to schools and outside the parameters of education. The only concerns raised were relative to the

balance between supporting the home and condoning or encouraging irresponsibility. Some believe that crisis management programs condone parental irresponsibility by rescuing the children. Providing a preventative program could encourage irresponsibility by doing something for the child a parent should be doing. Also, how much a school could be expected to do with the current fiscal, personnel and time restraints.

Question 2

> What is available for use by the school, in each of the following: social, community, parental, staff/program support services? Rate the use made of the service on a 1 (very little) to 5 (overloaded) scale. 3 is optimum.

Social Support Services

Social Supports Services by definition were divided into seven groups in guidance, health, psychological, audiology, speech pathology, school social work, and attendance services.

While responses to question 1 were fairly homogeneous, responses to question 2 tended to cluster. Following are several clusters based on common characteristics across social supports.

Guidance Services

One continuum along which the clusters responses about guidance services range is from self sufficient school systems through a system which reaches out for services, to a system which frankly admits doing nothing about guidance due to their inaccessibility and funding.

The more self sufficient systems tend to be larger and more urban. Self sufficiency means that guidance services are provided within the system unless in extreme instances

psychiatric help is needed. Even in these systems guidance is articulated at the high school level but rarely at the elementary level.

At the high school level there may be guidance counsellors in each school reporting to the principal and a board office coordinator. In another instance due to a philosophical decision, three teachers who have rapport with students and have training are released a total of 2/3 of one teacher's time to counsel in a 450 student high school. Some schools use in school itinerant teachers as counsellors across K-12.

In elementary schools if any service is articulated it is usually by referral to a central office psychologist who counsels. These requests may be channeled through a Special Student Needs Department or Pupil Personnel Services Division. It may be the Assistant Director's role to interpret and assist staff in providing guidance services.

Along this continuum there are situations which may be characterized by the use of an out reach approach. Some central office staff field various referrals to outside agencies in order to provide guidance, on some occasions work with teachers and even directly with youngsters. These central office persons may be the Director, Assistant Director or Educational Psychologist. In all cases these people in this sample had multiple roles. All were fulfilling other duties such as the attendance officer and/or providing psychological services.

There were two main directions in which the central office personnel fielded referrals; to the Regional Offices of

Saskatchewan Education in their area or to the support service bought through a Shared Service Saskatchewan Education Plan. A detailed description of this Plan is in the Models section. In both instances there may be an educational psychologist available to handle guidance services. In other instances guidance was sought through Department of Health-- Psychiatric Services, Psych Centers, Youth Services, Mental Health Services and through mental health clinics. These avenues appeared to be used for crisis or extremely traumatic cases and when other resources were inacessible.

Finally in the instances where interviewees described no guidance services, the reasons given were that due to the "freeze", funds or lack of pressing need, no formal service was provided and that the teachers seemed to provide the services.

A second continuum along which interviewee responses clustered was the type of service provided ranging from career guidance/personal guidance to career guidance only.

In all instances career guidance programs had a place somewhere in the curricula while only in the more articulated programs were formal personal guidance services available.

Career guidance ranged from an integrated approach to a specific portion of some subject areas. High schools according to the interviewees, had career programs of various types; on premise, as part of a community effort a through visits to other sources. In Divisions I and II in some instances teachers integrated guidance with social studies health, literature etc. In Division III in some Division IV schools some schools used a personal individual and group approach using a formal program and

community resources. Some used short courses not integrated or as part of a Health course. These tended to be concentrated without on going follow-up or personal counselling.

Personal guidance services were sparsely represented in this sample and identified as a current pressing need. In some situations teachers were released 20 minutes every 6 days to provide personal guidance.

Health Services

Health services provided were the most complete and least disruptively delivered of any service within social supports according to the interviewees. In only 3 instances were there any minor criticisms, while the relative amount of satisfaction was high.

Health is the bright spot in general public health department health. Nurses deliver the service, have rapport in the community but not enough time to provide a broader range of services as defined. While the interviewees concurred that all Health services listed were indeed Health Services and were able to describe how they are useful, none were able to describe a situation that provided such broad services. Particularly prominent by its absense; was inservice education on health service and food program for needy children. Teachers tended to provide care for emergency illness and injury because nurses are in the schools such short periods per week. Audiology services were generally considered part of Health services and as such the nurse provided preliminary screening, and referral to SHAP (Saskatchewan Hearing Aid Plan). Audiology and speech pathology

services are not related services for school age children as the speech pathology services from the Department of Health are currently focusing upon early intervention programs at the preschool age. In this sample the responses were homogeneous concerning the description of available Health Services and the need for an expansion of services in schools to include these as defined for this subproject.

Psychological Services

Psychological Services are provided from various sources within the province in this sample. Some services listed in the definition were provided as guidance services, sometimes by the same personnel.

There are 3 identifiable but overlapping clusters of characteristics around psychological services. The kind of service organization depends on size, personnel, accessibility of supports and board philosophy relative to support services.

Generally the larger more urban areas provide a distinct service labelled psychological services. The emphasis is upon testing although in some urban areas there is evolving a rather strong commitment to program development and follow up. In some instances the psychological testing may come to a central office for referral to various personnel for testing e.g.: psychologists, learning disability tutors, resource room personnel, special education teachers, special education coordinators, special education personnel, Assistant Director, Superintendent of Special Services; Reading consultants, Language Arts consultants, etc. The kind of testing or the work load

determines the person to whom the request is directed. However, the services are usually provided within the system.

The next cluster is characterized by an outreach referral system. In these instances teachers and principals either refer children to in-school personnel such as resource, special education or learning assistance teachers, or to the central office person who refers the service to a regional office. In some cases this is the Saskatchewan Education Regional office, but Saskatchewan Health Report offices may do some teaching, counselling and referring.

The other clusters around psychological services involve the use of central office personnel to do the testing, counselling and referring.

Audiology Service

Audiology is generally part of the health services except in some larger areas represented in this sample. These school systems may provide hard of hearing classes for the deaf in a segregated or integrated manner. Even if the children are segregated for a portion of the day appropriate mainstreaming is a goal toward which the school is working. Some school systems provide an itinerant professional who travels in a particular area to deliver services to teachers with learning impaired and deaf children in class. In some cases the person works directly with the child. Aides are provided to assist in the regular classrooms. Provincial consultants are used when available for this type of service. A concern is that no program development is possible for the deaf if the Health nurse refers to SHAP.

Finally in some instances children travel to services living away from home.

Speech Services

Speech services were in a transitory phase in many of the areas as represented by the interviewees in this sample. As mentioned before the shared services plan is one optin for organizing supports services. This plan is detailed later in this report. Comments about speech services were:

> 'We provide aides who are in schools, learn from the speech pathologists and work with the children'
>
> 'We have to wait three months for someone to see the consultant then it takes three months for a report and three months for a program planning session. By that time the year is over!'
>
> 'Sometimes the health region can help but they're overloaded too!'
>
> 'Speech— that's non existant'
>
> 'We buy speech services from our hospital'
>
> 'I sure hope this Shared Service Plan works 'cause we need help with speech!'

School Social Work Services

School Social Work services was the area in which most of the interviewees were frustrated about the lack and quality of service. Some larger-area boards are able to hire system social workers who because they have an educational perspective are useful but are so overloaded their effectiveness is not fully realized. In some instances when the case was terribly critical service was available and adequate. Some interviewees have ceased to try to use Saskatchewan Social Serice personnel due to case overload. Most interviewees stated that such service was

badly needed in this area and a few felt their area did not need such service. Some interviewees expressed the concern families have about being involved with Social Service equating it to failure.

Comments were:

'We have three school social worker positions who respond in reference to the home and family usually about the child's behavior and attendance.'

'This is the weakest service due to time lag, being out of the school and not relating to the educational program. Perhaps there's another way to attack problems for these children after working so long without results with the whole family'

'We don't need them-- there's too much red tape'

'We need social workers who are teachers and have a personal concern for the child. They never understand how the problems outside affect the child's happiness.'

'They can't even provide a list of boarding residences for our special needs children. We just cannot provide services here'

'Sometimes they help with placement.'

'We use social worker interns to help'

'We work together on an interagency Group, coordinated through the ofice. We get lots of cooperation and service.' (This group will be detailed in the Issues section).

'We are so independent and we need to cooperate more.'

'We hear from them when they place someone in our schools-- but not if they're taken out. There's little communication or information about the child. This confidentiality issue needs to be resolved.'

Attendance Services

Because the Education Act provides mandatory legislation in regard to attendance all interviewees described a rather

articulate service in this area. This service was provided in a variety of ways through school social workers (if part of the system) through guidance counsellors, principals, Secretary Treasurers, Reserve Counselling, Superintendent of Special Services, Assistant Directors, Interagency groups. In many instances attendance is the reason to involve social workers from Saskatchewan Social Services. It is at that point that some schools first became aware that the family is receiving services sometimes from 3-4 different overlapping agencies. The attendance problems are not corrected quickly.

While the service is articulated, attendance problems are seen as symptomatic requiring in depth personal student counselling which the schools are not equipped to provide or organized to coordinate.

As Summary

The Developmental centre in this sample used social support services fully. The director and teachers acted as resource coordinators for parents on the basis of their child's needs. Social worker services were needed for native children on the reservation, however a liaison worker was to become involved shortly. this situation provides one example how social support services can be marshalled for use. Other examples will be described in the Literature Issues section.

Community Resources Service

The responses of interviewees of this sample in regard to what is available for use to the schools in the area of community

resources was characterized by variety, by the perception of interviewees that full potential was not used, and by an optimistic attitude toward community resources.

Most interviewees described the variety of community resources that the school used as part of their educational program. In some instances the community resources were purchased. Community resource representatives either came to the schools offering their services or individual teachers would seek these resources as a part of their programs. Children may be bussed to the resources (over long distances in some instances) or the resources were brought into the schools. Some schools have policies governing who can come into schools, other systems use the Director's discretion as the criteria.

The kinds of community resources used in addition to those cited in the definition in the Introduction were; health service volunteers, for special education, political representatives, fine arts center year long programs, provision of band uniforms, Police Liaison Officer Program, craft center programs; Big Brother and Sisters, coaches for school sport programs. These services were used particularly in Divisions I and II. In Division III and IV career and sports related resources were used.

There are a number of school volunteer programs needs for which schools seek community resources. The developmental centre children have a restaurant dinner once per month requiring transportation and assistance from the community. One volunteer program which is located in the community is the Pre employment, Work/Study, Work Experience Program which is developed in schools

to meet the needs of some 14-16 year olds with special needs. These programs are viewed as usually terminal but also to combat attendance, dropout, career education issues.

In one instance in this sample, the school system utilizes a television station in the community to provide enrichment of gifted students.

In some instances the community seeks to participate in the schools by having input into policy, planning and procedures. In some instances in the sample the initial thrust came from the community members. In many others the school through principals or directors' activated this kind of participation. Very few school systems in this sample use local School Advisory Committees. This type of participation is cited as the most fruitful area for future planning. In multicultural school systems this input is recognized s critical and essential.

Interviewees agreed community resources are not used due to lack of time to organize and due to some initial public relation activities which need to occur. The interviewees by and large were convinced that community input and resources could ease the strain upon school resources if properly implemented. Some interviewees were concerned about the license which the community may take and the reliability of volunteer resources.

Finally although little is formally organized, the interviewees' comments were optimistic about the value of community resources; the usefulness of local organization of such resources; the generally positive benefits for children from the involvement of community resources and the source if creatively

utilized that community resources could provide for already strained school resources, personnel and budgets in order to provide appropriate quality education for students as individuals in the school.

The community use of facilities addressed in the issues section relates to funding, declining enrollments and resources. This report will briefly address this in the issues section.

Parental Involvement

Parental involvement although not extensively used was viewed by many interviewees as having a positive impact on schools.

> 'Most parents enjoy and will gladly serve in our schools. This involvement produces a commitment and ownership of our schools.'
>
> 'Through our principal parents must have an impact upon the dimensions, priorities and nature of the school.'
>
> 'Perhaps parents could decide as a group how to address Family life and then do it!'
>
> 'Sometimes it takes a crisis to involve parents, but the results can be most positive.'
>
> 'Parents don't want to be here. It's hands off, but that's too bad.'
>
> 'Some teachers are afraid of parents and have cause to be. But I'm sure if we could get over this, things could be alive, not apathetic in school.'
>
> 'I wish parents and trustees would come to see what we do.'
>
> 'Parent involvement-- it's limited'
>
> 'Principals are just expected to involve parents. That's how it works-- and it does work. We <u>are</u> together in the schools.'
>
> 'Our parents are welcomed by trustees.'

There were more reservations about the critical attitudes of parents toward the educational program than expressed about the attitude which community resource service personnel may have.

'How would we screen parents to work in schools.'

'We must be cautious.'

'We wondered about the planning weekend workshop we have at the end of June with parents, but it works out well.'

'You can't force it on teachers and some don't want it.'

In reality, parental involvement services are part of community resource services and those interviewees who were involved in participatory programs with parents say the fears most often do not materialize.

'It's been a terrific experience.'

However, there are very real reservations which warrant careful and sensitive consideration as planning and implementation occurs.

There is a wide range of parental involvement activities as reported by the interviewee in the sample. Such involvement may occur at the school, system, division, regional and provincial levels. It may involve a wide range of regular day to day or intermittant volunteer activities, input into policy, program procedure planning in schools or as board members and trustees. There is less involvement at the school level in planning than as board members. Many parents including Native and French parents voice their desire to be involved. There is more school level participation in Kindergarten, Division I and II than in Division III and IV in a volunteer program. Parental involvement in Division III and IV may be in a Safe Grad program, or as sporting

event supervisors. These activities are usually locally and informally organized.

The schools which involve parents in planning sometimes or so as past a Local School Advisory Program. In this sample one school system had such councils in all its schools, another had 2 out of 80 schools involved. Other school systems use Home/School Associations and Parent/Teacher Association as the mechanism providing parental involvement. The range of satisafaction varied with the degree of activeness of these groups. Some school boards and administrators are perceived as encouraging and facilitate such involvement while others appear to discourage involvement. Considering the reservations, parental involvement is still viewed as having potential for addressing educational support service issues according to the interviewees in this sample.

Staff/Program Development Services

As discussion around this topic progressed it became apparent that staff/program support services were viewed by the interviewees as a critical and essential component of support services to the schools.

The descriptions of supports divided in two clusters. The difference between the clusters was characterized by one factor; the perceived input teachers felt they had about the decisions made, around the implementation of the kinds of staff and program supports in the schools.

The cluster in which teachers perceived themselves as having a high degree of input into these supports according to

interviewees produced a rich variety of types of services. These services were viewed as effective because they were of benefit to students and thus satisfying to teachers. While their perception superficially looks like the key factor, other factors may combine which conceptualize as 'perceived input'. Situations in which teachers perceived little control over support services were perceived as apathy, anger or frustration (low satisfaction in colleagues) by interviewees.

The word perceived is used because in some instances the relationship between what is provided (input opportunities) and how it's perceived is quite different. This difference will be discussed in the Relationship section of the report.

Since, there are so many facets of staff/program support services, they will be discussed in this order:

1. policy and procedure input opportunities at the school/board/department of Education Level in terms of activities and personnel services.

2. The provision of resources at the school/board/ Department levels in terms of activities and personnel services.

3. Inservice at the school/ board/ Department levels in terms of activities and personnel services.

4. Local curriculum development at the school/ board/ department levels in terms of activities and personnel services.

5. Provision for professional growth at the school/ board/ department levels.

The personnel referred to may mean paraprofessionals, other teachers, principals, consultants, division/central office personnel or teachers' association personnel. The activities also include those provided by professional

associations for example the Saskatchewan Teachers' Federation Association activities, within our province, but also those national, international associations outside Saskatchewan to which the interviewees look for support.

At the school level often the principal is seen as the key person. At the board level the director, consultants or the persons is able to tap expertise and strategies from other resources and is seen as the key person. While at the Department, level the appropriate personnel feed the Directors research actualized in programs, priorities and standards.

These key people actively solicit input and/or train teachers to provide for their own staff and program support needs.

In reference to topic one above, policy/procedure input clusters as explained were evident. Some schools have well developed policy handbooks, in other schools they are being developed by school, by board appointed committees and in still other schools the provision of written policies is an issue. Input into Department level policy is not clearly articulated. Some 'feel' they have input others 'feel' they have not. The 'they' refers to teachers, directors and their boards as perceived by the interviewees in this sample.

The provision of resources raised several following comments concerning the availability thus of consultative services from Regional offices. Since these people are overloaded a 'shot in the arm' approach without rapport is of little if any value according to some interviewees. Funds, the lack of them, seemed to limit consultative as well and other types of resources. Time,

the lack of it, limits the value of any consultative service at the school, board, region or department level. Services spread too thin are useless, was one comment. The Special Education designation process and other 'paper work' provides too much busy work' for some consultants when they could operate seminars etc. in schools. Consultants as people were often seen as potentially valuable supports, however their role and other constraints nullifies their effect.

Provincial consultants from the multicultural office, as an example of a specialized area, were viewed as helpful.

Department Curriculum coordinators are seen as useful if the mechanism for provisions for local implementation is also in place so the newly trained newly trained teacher may offer inservice as planned.

In reference to inservice the clusters were most evident. A need for future planning at the school board and Department level was often a comment of interviewees. Communicating such plans was viewed as important in order to plan local inservice. Opportunities for schools across the province with similar concerns-- 'twinning' for seminars and sharing would make available more resources.

Currently inservice provided ranges from within the school day for various individual teachers, to in school system group types, to after school system types. The number of days per year varies widely.

Next local curriculum adaption and/or development at the school level tends to have decreased overall and yet computer

literacy programs have or are being completed. The ways in which these developments are organized again shows evidence of the above clusters. Success hinges on the approach. Time is a factor in the description of the availability of this support.

Finally the availability of funds was cited as the deciding factor in the availability of professional growth. In one instance growth was facilitated using staff meetings. Other interviewees gave a multiplicity of ways it could and is available if money was available.

In summary the range of information showed that some schools looked at their own teachers for the sources of activities and personnel to organize input into policy and procedure, resource, inservice, curriculum development and professional growth. Some systems acted as facilitators of such activities and personnel development. Other systems place the weight of responsibility for activities and personnel relative to such support at a central/regional office with varying degrees of input from teachers complicated by varying kinds of facilitating techniques. Still other school systems look outside their system to regional offices for personnel and activities. The latter type of focus is used in fewer schools in this sample. A beginning trend in this sample is to provide leadership training, flexibly organized alternatives in order to equip teachers to meet their own needs. Concomitantly there is a trend to fewer consultants in some areas and an increase of in school personnel and planning time.

Finally in some areas a tri-level concept of staff/program support services is in operation. Such supports are organizationally different but holistic in nature, in order to

provide for individual teacher, school and system needs based on assessment. In this system the flow of staff/program supports is in two directions from teacher, to school, to division (system) and to Department and vice versa. The sources of information about activities and personnel is also two directional. There are unique characteristic role features at each level, however together these support services are structured for assessment, development, implementation, maintaince and evaluation (assessment) across all educational levels.

Following is a chart which provides some indication of the ratings given by interviewees in the sample. This chart cannot be generalized for all Saskatchewan.

Figure 2
Use of Services Ratings by Interviewees

Rating	Social supports	Community Resources	Parent Involvement	Staff/Program Development
*1	✓✓✓	✓✓		
2	✓✓ ✓✓✓ ✓✓	✓✓✓✓ ✓✓✓✓ ✓✓	✓✓✓✓ ✓✓✓✓ ✓	✓✓✓✓✓ ✓ ✓
3	✓✓	✓✓✓✓✓	✓✓✓✓	✓✓✓✓✓
4				
**5	✓✓✓✓ ✓✓ ✓✓✓✓			✓✓✓✓
Totals	24***	16***	16	16

* Place ✓ in ▱ if low usage is due to no service available.
Place ✓ in ◿ if low usage is due to service inaccessibility.
** Place ✓ in ▱ if overload is due to no service available but in demand.
Place ✓ in ◿ if overload is due to available service is in too high demand.
***Some interviewees gave multiple ratings due to the number of services designated as social support. Some interviewees did no choose to rate due to the transition of their system etc. Verbal ratings by words are not recorded eg: This area is fine. We need to improve here etc.

The information provided by the interviewees in this sample includes the information from receiver/dispensers (teachers, Directors) and producers (Department officials, the business community). The following information comes from personnel from the Departments of Education, Health, Socil Services, Saskatchewan School Trustee Association, Saskatchewan Teachers' Federation; Special Council Representatives and from members of the business community. This information describes from their perspective 'as producers'what is available as supports to the school.

The entire Department of Education may be viewed as a support to the schools. An organizational chart is found in Appendix B. The division organizational chart of those departments most closely related to school support services are in Appendix B. Within these divisions, there are supports in each kind of service discussed in this report; Social, Community, Parental and Staff/ Program Supports.

Special Education in the Regional Services Division provides social support services to schools. These are aimed at exceptional children or children with special needs. These are detailed below.

> In a province that is dedicated to maximum self-realization of all of its citizens, handicapped persons must be provided educational opportunities so that they too may become productive members of society and live meaningful and self-fulfilling lives. To accomplish this goal, commitments to certain concepts must permeate educational planning for the handicapped and should include the following:
>
> 1. All handicapped children can be educated and/or trained for more complete and productive lives.

2. To implement an effective educational program for the handicapped, competent professional personnel with appropriate knowledge, training and experience are required.

3. Early intervention for the purposes of prevention, amelioration and/or education is necessary to enhance the opportunities for self-realization of the handicapped.

4. Education of the handicapped must acknowledge the fact that handicapped children have varying degrees of handicaps as well as divergent levels of educational achievement.

5. When integration of the handicapped child in a regular class setting is possible and profitable for the individual, it should be the predominant mode of education; however, for the severely handicapped, or in situations where appropriate adaptations are not supported or implemented by regular education, special classes provide a feasible alternative to guarantee the handicapped child the greatest developmental opportunities.

6. Education of the handicapped child must include attention to physical education, recreation and aesthetics as well as to affective development if the hndicapped are to be prepared for participation in society.

7. Vocational and/or occupational education may be a necessary early consideration in the education of the handicapped.

8. It must be recognized that minority and/or low socio-economic status presents a special set of problems in planning the education of children. Care must be taken to ensure that children from these populations are not misassigned to special deducation because appropriate educational alternatives are not available for them within the educational mainstream. (Special Education, 1982)

Saskatchewan School for the Deaf in the Administrative and Support Services Division also is a support for exceptional children.

The Regional Office Division is organized as described in Appendix B. There, personnel directly involved in special

education relate directly to the Special Education Director. Following is a description of a broad range of school support services from this division.

> This division provides administrative, consultative, supervisory and program support services to the various school jurisdictions in Saskatchewan.
>
> Division activities include consultation with jurisdictional boards of education and their staffs in matters relating to financial planning and capital projects, the co-ordination and extension of specialized services for handicapped pupils, program implementation and support for the various curricular areas, and interpretation and application of educational legislation, regulations, and departmental policies.
>
> Superintendence Services Branch - contains seven regional offices of Education, located in the following centres: Weyburn, Swift Current, Yorkton, Saskatoon, Melfort, North Battleford and Regina.
>
> In addition to the normal administrative functions associated with regional offices, the following tasks are also undertaken: teacher inservice activities such as the provision of consultative services to assist in program implementation and program support for teachers; consultation with boards of education in fiscal, administrative and educational matters; resolution of differences between and among boards of education, local boards of trustees, parents and teachers; review and priorization of capital project proposals by boards of education in co-operation with the facilities planning section of the educational administration branch; co-ordination of the special education services within the region for the benefit of handicapped pupils; psychological assessment and diagnostic services for pupils with special learning needs; and special assignments as required by the executive director, or deputy minister in co-operation with other divisions of the department or unilaterally by regional offices.
>
> Consultative Services - is responsible for the provision of consultative services to school jurisdictions and the public in a number of specialized areas. This also involves the development and revision of specialized programs in co-operation with the Development Division.

The activities of consultants in the branch is co-ordinated with the activities of the various regional offices, so that the services supplement and complement each other.

Special Education Branch - deals with the public education of the handicapped child.

Provincially, service needs have been identified and consultancies organized around faour major areas of handicap. These are as follows: communication handicap, educational handicap, physical handicap and sever handicap. Sub-areas of handicap have been assigned appropriately to each consultancy.

Regional Co-ordinators of Special Education provide service in the seven education regions. Their activities are intended to assist local school division officials in identifying the needs of handicapped children, and planning and co-ordinating regional and provincial support services to meet those needs. Regional co-ordinators work very closely with the provincial arm of special education in the planning of legislation, policies and standards as these apply to the education of handicapped children. Through this practice, it is the intention of the Department to develop program policies and standards as these apply to the education of handicapped children. Through this practice, it is the intention of the Department to develop program policies which are responsive to the needs of handicapped children throughout the province.

Educational Administration Branch - distributes provincial grant monies on the basis of the foundation grant formula, which is based on an equalization principle designed to guarantee equality of educational opportunity regardless of the financial base of individual school systems; provides assistance and guidance in design, location, cost and financing of school facilities; initiates changes in the legislative framework within which school boards and the department function; provides service in an administrative and advirory capacity to school boards in matters related to school law, land transfers and boundary changes; and provides service of a consultative nature to school boards in financial and administrative matters. (Saskatchewan Education, 1982)

There are seven Regional Ofices mentioned above which

operate within the structure of the Department but are located in various areas of the province. The 1982 Orientation Seminar for Directors Superintendents of Education produced paper "The Role of the Regional Office" (Reiman, 1982). Following exerpts provide background and pertinent information based on a survey.

> Regional Offices of Education became operational in 1970. Initially, six Regional Directors were appointed. Three were located in Saskatoon and three in Regina. At a later date, the number of Regional Offices was increased to eight. Presently, there are seven Regional Offices (Region I - Weyburn, Region II - Swift Current, Region III - Yorkton, Region IV - Saskatoon, Region V - Melfort, Region VI - North Battleford, Region VII - Regina).
>
> Assistant Regional Directors were appointed in 1972. In 1980, the positions of Assistant Regional Directors were discontinued and replaced by three Superintendents of Private and Small Schools.
>
> In 1976, a Special Education Consultant was assigned to each Region, followed in 1978 by the appointment of an Educational Psychologist. In 1981, a Co-ordinator - Curriculum was appointed in each Region.
>
> The Special Education Co-ordinator, School Psychologist, and Curriculum Co-ordinator, along with the Regional Director and Ofice Secretary, presently constitute the staff establishment at each Regional Office.

CURRENT POSITION DESCRIPTION OF REGIONAL OFFICES

The Regional Offices are involved in five main tpes of activities: Administrative; Capital Projects, Innovative Grants, locally Developed Coourses, Special Education Funding, Teacher Accreditation -- Approvals, Division Supervision Practices - Approvals, Co-operative School-Work Experience Programs - Approvals, Monitoring; (with Division Boards and their staff) Annual program and enrolment forms for all schools in the province, Comparative division cost analysis, Comparison of recognized costs to actual expenditures by budget activity, School facilities reviews, School program evaluations at the request of, and in co-operation

> with, school division staff, Status and content of division policy manuals, School division board minutes, Director of Education applications, Support Service; initiating and conducting in-service activities for newly developed programs, assisting school divisions and professional development committees in the organization and delivery of in-service, assisting school divisions in procuring and funding resource persons for in-service activities, assisting school divisions in the establishment and funding of joint service plans, Direct Service Activities; psychometric and education assessment of individual students, parent counselling, chairing the appeal committee designed to allow "due process" for parents of handicapped children, Public Relations Activities; represent the Department at various functions and speaking engagements in the region, mediate disputes between the public and school division members and officials, various types of "trouble shooting" activities which are performed in response to direct parental complaints and request by the Deputy or Minister to investigate specific problems or concerns,

A number of interesting views relative to the availability of services in Region III are recorded in Region III Highlights, Annual Report (Saskatchewan Education, 1982).

Shared Services formerly known a Joint Services is another way in which social support services are made available. The 'Shared' services are among school divisions and also among government departments and agencies. Following are the objectives:

> To facilitate the joint delivery of specialized educational services by school divisions, the Department of Education has developed a Joint Service Model. The model is essentially an organizational, and program funding mechanism designed to meet the following objectives:
>
> 1. To provide an avenue for local districts to retain local autonomy while attaining the power to participate tin more broadly-based programs.
>
> 2. To enable the Department of Education to provide funding for specific programs in school divisions which, under ordinary circumstances, cannot be supplied by

individual boards.

> 3. To establish and support joint planning which will enable school divisions to provide improved educational services to students by entering into inter-divisional service agreements. (Saskatchewan Education January 1982).

Community Education in the Policy Planning Research Division coordinates those schools who meet the followig criteria and are defined in Saskatchewan as community schools. There is no department level coordination for community resources as defined in the subproject.

> A school would be considered for the Community Schools Program if the community from which it drew its children fell into two or more of the following categories: (1) The unemployment rate is 25 per cent above the city average, (2) The proportion of single parent families is 25 per cent above the city average, (3) The proportion of those whose first language is not nglish is 25 per cent above the city average, (4) The proportion of those with less than grade 11 education is 25 per cent above the city average, (5) The proportion of social assistance recipients is 25 per cent above the city average. In addition to these criteria, all schools chosen must satisfy a final criterion: (6) At least 15 per cent of the student enrolment is of Native ancestry. (unpublished paper, Saskatchewan Education Community Education, Section 7.0)

Parental involvement is provided for in the Education Act (1978) Sacion 140-142. Local School Advisory Committees are not coordinated and facilitated at the Department level. No Department of Education division is responsible for parental involvement per se. However, there are some provisions for parental involvement in Community Schools. Informally the department facility parental involvement via committee membership etc.

Staff/Program supports are provided by the following divisions in the department: Policy, Planning and Special

Projects, Development and Regional Services.

Within Regional Services at the Department, the Superintendence and Special Education Director both described above, as well as Consultative Services offer Staff/Program Supports. In addition under Administrative and Support Services, the School for the Deaf and Correspondence school all contribute support. Also within Consultative Services small school Divisions and Private School Superintendents provide supports to some schools.

Addressing each aspect of staff/program supports; input into policy and procedure is facilitated by teacher representation on curriculum development committees, by Saskatchewan Teachers' Federation representation through various activities, and by teacher prepared resolutions from Special Councils and Spring Council of the Saskatchewan Teachers' Federation considered by the Minister of Education and provincial cabinet each year.

Resources of a variety of types are available through Instruction Resources in the Development Division. Human resources are available as consultants. The Book Bureau, and correspondence school under adinistrative and support Services are also resources.

An number of consultants from the Department provide support services to Regional Office personnel, Directors, system level consultants and/or teachers. These consultants also work on program development for eg: Division III Health (See Model Section, Martin, 1982) or Liaison, a program to meet the needs which adolescent identify, and develop solutions for supported by an interdisciplinary, interagency interdepartmental group

(interview, Kleisinger, 1982).

These consultative services offer a wide range of service focusing upon many divergent kinds of topics and issues. They are not coordinated as consultants, but as part of their particular division as shown in the organizational charts in Appendix B.

Inservice from the Department may be provided through the Regional Services Division, the Official Minority Language Office and Development Division. One form used is Curriculum implementors. These implementors using three phases, train teachers to be teacher workshop leaders in their own areas in order to provide inservice around Department Curricula. These implementors work from the Regional Offices but are coordinated at the Department level.

Local Curriculum development is coordinated by the Development Division. There are particular criteria and procedures in order to apply for local curriculum development. Local curriculum across the province are not catalogued as resources, however communication between developers is fostered and a registry is in place.

Professional growth is fostered for example by providing various bursaries for study and secondment for special projects.

Following is a summary of services provided by the Health Promotion Department of Health for school age children:

1. Student Health Representative pilot project and "Health Is It" Youth Conference (Dlouhy, 1982) (See Model Section)

2. Provision of health educational printed material. Health Promotion (1982) is mailed

annually to all Superintendants and Principals. Health Promotion fills a large number of orders for schools on a regular basis.

3. Films for use in schools are purchased by Health Promotion and lodged with Sask Media. These are then distributed by Sask Media upon request.

4. Health Promotion represents Saskatchewan Health on the Safe Grad committee.

5. The Nutritionists provide direct consultative services to the schools, work with the Division I and II Health Curriculum committees in the development of teachers' guides and produce a wide variety of educational material for use in the schools.

6. The Nutritionists coordinate the provision of rats to the schools for use in controlled nutrition studies. (Scott, 1982)

An extensive study of Current Health Organization and Utilization (Russell, 1980) provides a complete picture of health services some of which are for school age children.

Following is a summary of support services provided by Saskatchewan Social Services. An organization chart is in Appendix B. A fuller explanation of each service is found in the Annual Report many of which service school age children.

Introducation

It is the mandate of Saskatchewan Social Services to promote the well-being of Saskatchewan residents. The department fulfills its mandate by providing financial and support services for those who are unable to provide for themselves; protecting children against abuse and abandonment; providing substitute care for children, the elderly and the disabled; operating a correctional system; and providing rehabilitation and developmental services.
In working towards the goal of independent living for all , the department delivers some services directly and encourages and enhances the ability of community agencies to identify and meet the need for the remaining social services. A partnership between the department and non-government agencies is the aim for service delivery. (Annual Report, 1980-81)

The Saskatchewan School Trustee Association (SSTA) provides opportunities for citizen support to the schools. Following are excerpts from the Handbook for School Trustees (SSTA, 1979) which describe their operational and type of supports to school. SSTA structure organizational chart is in Appendix B.

> Boards of education function as corporate entities operating under provincial School Acts and Regulations. Boards of Education establish and maintain schools, determine programs, select qualified teachers, establish budget and budget priorities and generally represent the community interest in the schools. The importance of local government in school affairs is recognized by the assignment of certain legislative functions to boards. Regulations adopted by a Board of Education carry the same force in law as if they had been passed by the provincial legislature.
>
> Wide public representation and participation in school affairs is a Saskatchewan tradition. **The Education Act, 1978** provides a legal framework for public participation.
>
> The once largely voluntary and informal patterns of local and central boards throughout rural Saskatchewan have been changed. The Act now requires establishment of Boards of Trustees (123(1)(2)), who: (a) To provide and maintain an active and intelligent interest in primary and secondary education, (b)Through study and observation, determine what reforms are necessary in our educational system, and to endeavour to effect these reforms, (c) To consider local problems of school administration, to devise remedies for them, and when advisable to mediate differences between school boards or between boards and groups of ratepayers. (d) To co-operate with school boards, teachers, Department of Education officials, municipal councils, and other organizations having similar aims. (e) To prepare and conduct a challenging and stimulating program for an annual convention of the trustees of the unit. (f) To assist in the activities of the Saskatchewan School Trustees Association for the advancement of its objectives.

The SSTA came of age in 1952 when it was incorporated by a special Act of the Legislature. The act of Incorporation lists the following purposes:

To consider and take action on all matters relating to education and the betterment of school administration, and without affecting the generality of the foregoing:

(i) to provide a medium for school trustees to come together and exchange information and views concerning school administration;

(ii) to consider and, if deemed advisable, take action on matters relating to education and school administration, whether initiated by the corporation or by governments, educational authorities, other trustees' asociations, teacher associations, or other members or sections of the public.

(iii) to render assistance and advice to trustees and school boards on matters affecting them; and

(iv) to co-operate with other trustees' associations in Canada and the United States of America.

There are five sections to provide groupings according to type of system, Unit Section, Urban Section, Consolidated-Independent Section, Local Boards Section, and the Catholic Schools Section. (p. 19, 20, 21, 62-63)

The Saskatchewan Teachers' Federation provides supports to the school. Following are their objectives, structure and description of Special Subject Councils. As well as these direct services to schools they provide many indirect services through Advisory, Ad Hoc and Council committees.

SPECIAL SUBJECT COUNCILS

Publications, conferences, annual meetings and exchange of ideas are among the services offered by the 25 special subject councils which are affiliated with the Saskatchewan Teachers' Federation.

The councils have as their general purpose the improvement of teacher competencies and the enhancement of the professional environment in which teachers find themselves.

Further information on the various councils is available from the STF office.

OBJECTIVES OF THE STF

The Saskatchewan legislature, 1934-35, passed An Act Respecting the Teaching Profession in clause 4 of which the objectives of the Saskatchewan Teachers' Federation are clearly stated:

* To promote the cause of Education in Saskatchewan.
* To raise the status of the teaching profession.
* To promote and safeguard the interest of teachers and to secure conditions which will make possible the best professional service.
* To influence public opinion regarding educational problems.
* To secure for teachers a greater influence in educational affairs.
* To afford advice, assistance and legal protection to members in their professional duties and relationships. (STF, 1982)

Finally, there are supports in the business community. Local chambers of Commerce provide a wide variety of support services to the schools ranging from career rights to fund raising. At a provincial level there is a growing concern related to the liaison between education and business and to the way in which business can support the schools for example; instruction about economics. Other businesses eg. Sask Power and Sask Tel, provide an educational program directed to school age children as well as providing consultative services (Sask Tel, 1982). These efforts are

not provincially coordinated by government or non government or private agencies.

Question 3.

How was each of these services developed in your school community?

The kind of information received from interviewees around this question was not complete because the time interviewees held their positions varied form 4 days to 15 years. Rather, the comments tended to describe significant happenings, past or present and unique factors which typify their particular situation influencing the development of support in their area. They also described the general school community characteristics which they perceived to be significant.

One set of comments is around the philosophical stance of elected boards, trustees and local boards related to being reactive/responsive or proactive to needs for supports and related to the degree of control boards exercises in non-monied/or monied decisions. Other comments concerned the boards's determination relative to tax increase cut backs and their response to crisis situations in their community.

Interviewees also described the nature of the community in regard to ethnicity, tradition, and home/church strength.

Another way in which supports developed was in response to needs which teachers, parents and consultants identified. Eg: in-school tutor programs, Community School programs, parental involvement.

Other comments which described how supports were developed or are being developed include the area's involvement in Shared

Services, Interagency Groups and Community Inventory Programs (Exner, 1982; Saskatchewan Culture and Youth, 1982).

The goals, experience and style of administration of Directors was sometimes identified as the reason for the development and kind of supports. The lenghth of time particular supports had been in operation was yet another kind of information explaining how supports were developed.

Finally, information about the school population was given to explain factors in how supports were developed. Following are examples: numbers of students; socioeconomic level; availability and accessibility to urban areas, Regional offices of Education and government offices; urban/rural split and differing economic levels if any. Teacher expectation, number of single parent families, dropouts, and mobile families, enrollment patterns and administration style relative to control were other factors.

Questions 4 and 6 are discussed together, therefore this report addresses Question 5 at this point.

Question 5.

What procedures are followed in order to use each of these services at this time?

There was a wide range of information given about procedures, however the following components were a part of the descriptions. The procedures all had a flow or hierarchy, were based on policy whether written or not, were controlled in part by the funds needed if any, were influenced by the size, complexity of the system and access teachers had to the director.

In this sample the socil support services procedures were

usually the more complicated to use, followed by staff/program support services. Generally unless money was involved the use of community resources and parental involvement supports services were used from the school level. An exception to this occurs when the community resource must be screened sometimes at the division level.

Within Social Supports Services and Staff/Program Development services there is range of procedure used centering around administrator style of control and complexity of school system:

In some schools principals are viewed as the key person responsible for referrals to any agency as well as central office. These principals may also elect to have teachers actually make the contacts. Central or division offices are usually informed due to courtesy or used as a source of information. This method applied to social and staff/program supports. For example, inservice needs were met by the school in contact with other schools using any resource available. In some school systems, school professional development representatives and principals were correlated through a local branch of the provincial professional organization (STF).

This procedure may be classified a decentralized approach to support services. In the opinion of the interviewees this approach reduced red tape, recuced the time from request to action and increased the personal aspect. Duplication of service may be reduced for example; with a relatively stable school population, perhaps Health information forms would not have to be completed by teachers, rather just up dated by the nurse. Also

the sorting of forms at central or division office is reduced and some of the inconvenience (eg: not requiring the school's name on forms) is also eliminated. However sensitive areas to consider are confidentiality, and using the most effective resource of lack of planning.

A more centralized approach places the responsibility for support service usage outside the school. Principals determine the needs, the Director begins the referral or development process and the Board is provided with oportunities for varying degrees of input. The use of forms, formal letters or written requests/proposals may or may not be characteristic of this approach. Parents may or may not be fully involved at the school level. In some schools for some services the Health Nurse and principal determine needs. The central office personnel designated may be a Resource Coordinator, the Director, Assistant Director, Special Education or Service consultant. Their role is to field these requests to other agencies (Regional Office, Departments of Health, Social Service, Home-School, Local School Advisory Committees, Public etc.) to inform, to coordinate and to develop a response. The personnel may be 'on call' or have secheduled 'once a week' contact with schools. The personnel may act as a team or as individuals in charge of particular support services. The team may or may not include school principals.

The developmental centre and residential school in the sample used unique patterns of procedures. The centre involved parents in decisions to actually act upon the referred information from the centre's director. The residential school

organizational structure provided on site contact with the General Administrator or with the Principal and Dean of Students.

Question 4.

> What move is needed and should be available for use in each of these services? Why? What is not needed?

Question 6.

> How should each new service be developed and made available for use?

The reason these questions are addressed together is that interviewees commented that the usefulness, the 'usability' and effectiveness of any service-- new or previously available is contingent upon how it is developed and how it is made available for use.

This portion of the report will describe the comments of interviewees by service then in general about changes which apply to all support services.

The second half of question 4 will be addressed first. The interviewees concurred that all supports as defined are needed in varying degrees, at differing times, for differing age groups and in differing degrees by areas in the province. For example some directors commented that some social services were not urgently needed in their area due to the present home/church tradition, but realized if they began to meet individual needs at other levels perhaps the services would be necessary. All agreed that community parental and staff/program support services were needed and indeed should be expanded. Interviewees in general also projected province wide concerns about the need for services rejecting a narrower local view.

The reasons why the services are needed was explained in much the same manner as in question 1 - 'how are they useful.' Anecdotal instances, personal experiences as well as studies and projects were described to support the need for the service requested. The services requested were generally based on the needs of the children in their areas and the comments around question 8 reflect these needs and concerns. The needs as perceived by all interviewees including department and business community members are included. Some ideas from the interviewees are also described in the Issues, Models, Framework and Plan of Action sections of this report.

From the responses of the interviewees to these questions the philosophical and organizational issues reported in the Introduction developed.

A number of interviewees sought to stabilize their position but recognized that the general public needs to debate the issues, make decisions, tell the educators where they stand and develop some sort of criteria from which educators can work.

The needs as perceived by this sample of interviewees related to social support services are guidance services, educational psychological service, speech services and school social work services.

The particular needs relative to guidance are for the servce per se, well articulated and in close liaison high school with elementary guidance services, be they teachers delivered or not. The services should have resolved confidentiality issues with other agencies and with school administrators and should work

closely with potential dropouts providing a balance of career and personal guidance. How these services are provided was described in a variety of ways-- on site personnel, trained teachers given extra time, streamlining and expanding the guidance service to include health, psychological and social work services.

Health service needs were to eliminate ear/eye/screening and information recording from the teachers responsibility by having trained personnel or trained community volunteers do it. In order to expand the services possible in the schools the Health Education Pilot Project in Moose Jaw, Saskatchewan was used as a way to providing the service.

Psychological service related needs were for a more accessible service, less 'red tape', quicker service, more program development and some way of providing for those extra programs in the regular classroom. Maintenance and follow up were also of concern. How these could be made available should involve teachers and parents as well as using trained volunteers to supplement classroom activities freeing the teachers to implement these psychological programs.

Speech Pathology service was the second greatest need as expressed by those in this sample. Help is needed on a daily basis, focussing in language and articulation difficulties and providing referral criteria. One idea about the delivery of such a service is to provide inschool personnel-- a resource room teacher for children with special needs of various types-- learning disabled, speech and hearing impaired etc. not necessarily the special education teacher. Another idea was to provide more people with more time per person so the service has

a chance of being effective. Since finding Speech Pathologists to hire is most difficult, a University preservice program should be a priority for Saskatchewan Higher Education.

Finally the need for School Social Workers was expressed by interviewees. Workers as part of the school system were preferred due to the necessity of an educational perspective. Social workers as part of the school staff was another idea.

The most persistent need teachers of the sample expressed was to be given an opportunity for input into the kind of social support service needed, how it should be delivered, whether its needed. They commented that their perception should be given greater weight in decisions because they are more closely involved with the child and the needs. Along with input, communication using personal contact, newsletter and principal is also badly needed.

Another suggestion about how to make social support services available was through the Shared Service Plan using unconditional grants, since the plan provided for greater commitment by school systems, greater flexibility, and could provide service directly to children. It was cautioned that a minimum of office time and 'paper' work become part of a plan which is to serve children directly. In contrast the Regional Ofice was also suggested as the centre for social support service since its structure is defined and known. However it should be involved in training on site social support personnel and should act as a resource centre.

In Community Resource Services the needs expressed by the

interviewees in this sample may be described as tentative. Those involved in the Saskatchewan kind of Community Schools need time to spend in developing a program suited to their needs. They expressed the need to be able to sort through the available projects in order to select appropriate programs, instructional resources personnel training styles, etc.

Other interviewees expressed the need for ideas, registries, catalogs, resource books, sample policy guidelines, samples of refined organizational patterns and approaches for use at the local level in order to tap these potential resources. Providing print materials including coordination and updating resources across departments and agencies was also expressed as a community need.

Ways to change community attitudes toward education and the school is a pressing need in some areas. Other needs are how to define the role of a paraprofessional in for example developmental centres and how to tap the resources of senior citizens.

One need expressed by many directors and teachers in this sample was how to motivate, and provide for the needs of 12-14 year olds in their schools. A number of work/study programs using community resources have been developed as one way to provide for these students needs. However they are usually the terminating programs for their educational experience. These students are not necessarily incapable of completing grade 12 or beyond, but they do lack motivation. They come from any socioeconomic background and often from what's traditionally known as the 'good' home. There are usually disruptive behavior

patterns in their profile of characteristics. They are potential drop outs.

Another need expressed was how to express and publicize the reciprocal benefits of community resource services.

Finally the definition and development of community supports for native children, children for whom English is a Second Language and children from culturally different homes were expressed needs. How these were to be made available was through community involvement in schools.

Parental Involvement needs are quite similar to those expressed above such as how to effect attitude change, the need for guidelines and sample ideas appropriate for Local School Advisory Committee development, implementation and activities. In addition some interviewees express a need for way of allying the fears of teachers concerning parental involvement. Emphasized was the need to provide a local orientation in both parental involvement services and community resource services. Perhaps one way to provide such an orientation is to use those parents trained as leaders or coordinators to train parents in communication and organizational skills in order to work with other parents. Principals also would perhaps want to take adavantage of such training.

Staff/Program Support Services needs will be discussed in this order; needs for input into policy and procedures, needs related to resource personnel and inservice; needs related to local curriculum development, and professional growth needs. Some needs relate to all school supports and will be discussed in

the latter part of this section under question 4 and 6.

Interviewees in the sample expressed a need for input into policy that would eventually be realized in implementation. Reservations were expressed concerning the real effect so called 'requests for input' actually produce. How this input could ocurr is by simply proving that ideas, requests, needs are met or communicate why they are not feasible. A more personal approach is needed. Needs for input into programs for gifted children and planning for the K-12 program which was perceived as too heavy, full and demanding at present were also expressed.

The variety of needs related to resources are as follows. Instructional resources are often out of print and inaccessible, maintenance techniques could be implemented to avoid this problem. Teachers in particular wish to have input into the kind of consultant needed in their system or school in order to meet local needs as well as how the consultant could be most effectively used. Consultative personnel roles need to be redefined and expanded to include principals and other teachers provided time is given to facilitate these roles. How consultative assistance varies and can be organized to flow from various levels is an expressed need. Consultants' roles from Regional offices need study and change to become effective. Instructional technique-update needs to be provided for teachers, trustees and administrators in over to revitalize classrooms.

Inservice activities need to originate at the school level based on needs as perceived by teachers. Balance and clarification in regard to the kinds and funding of local inservice in needed. One idea is to provide curricula and

professional inservice through an agency with fiscal responsibilities based on specific criteria by providing a registry and four-phased inservice (assessment, development, implementation, maintenance and evalutaion which is assessment). Another idea is the growth of Joint Committees which communicate inservice needs and strategies to administrators and boards. With increased involvement time needs to be provided to facilitate these additional responsibilities otherwise apathy will occur.

The inservice sessions themselves need to be of various types including individual teacher inservice using for example; a contract system. There needs to be invdividual, school, multi-school, subject area and system wide kinds of inservice. The quality of presentation must be exemplary— time is too precious to waste listening to useless, ill prepared material. 'One Shot' inservice programs frustrate rather than facilitate change. Change accountable by pupil teacher behavior require more personnel for follow up and 'show' as well as tell methods. Locally developed in school personal seminars are how to provide this inservice provided money is available for release preparation time.

Finally forward planning for inservice is another need in order to provide focus and ways of meeting the greatest numbers of requests.

Another need, for increased credibility among directors and teachers, will be satisfied if inservice is well planned and sensitively delivered providing for 'reality experiences and

ownership.'

Local Curriculum needs cluster around time and funds. Release time is needed to do a professional job. Funds are needed so release time is available and so local curricula can be tested and evaluated. The four phases of curricula development as mentioned for inservice is also needed for local curriculum development.

In the area of professional growth incentives for preparation of Speech and Hearing Specialists are needed. Due to stress, personal counselling centres for teaching related concerns are also needed. These could be provided through support groups within the Departments, STF or SSTA.

Needs and ways to make services available which cut across all support services, are reduced in essence to two needs.

The first need in general is for coordination, coordination of social support service themselves and the coordination of social, community resource, parental involvement, staff/program support services.

This coordination must occur at all levels in education.

At the ministerial levels, ministers or their representatives for Education, Health, Social Services and Culture and Youth need to resolve several issues; the confidentiality and the legal implications for reporting child needs the ways in which the various Acts interfere with each other, coterminous boundaries and related territorial and funding issues, the need for communication of plans of action, (current and future focus and planning) to all educators, identification, fiscal responsibility and planning relative to the needs of

children who 'fall between the cracks' (eg: who pays for food in community schools) planning for support services for healthy able children in preparation for future citizenship, collating and providing for updating all resource catalogs, (there are at least 10 different overlapping ones available), planning and expanding Shared Services if feasible and overcoming overlapping and economic waste if any.

At the Department of Education level in regard to support services, forwarding planning as well as full and complete communication is needed. Ways to ease possible tension between local and elected board of education needs to be explored. Communication in regard to cutbacks, freezes, fiscal restraint, unconditional grants, available support services is also necessary. All involved in education must be informed in order to cooperate. Guidelines for local development of community resources, parental involvement, staff/program and social support services as well as catalogs need to be prepared as resource materials. Coordination of these services was also designated as a need.

At the Division and Regional levels using input from various sources roles need to be examined for openness, flexibility and then communicated to all educators.

Following are needs at the Regional level as expressed in a survey of Directors/Superintendant used in a 1982 Orientation Seminar paper;

> Indicate those services presently not provided by the Regional Office that would be of most help to you.

1. We would all like to have more in the way of consultants. However, there is the danger of "spoon feeding". I mean each "subject" teacher "crying" out for aid when in fact they are too lazy to go after it themselves.
2. Gifted Education - in-service for regular teachers and specific program direction.
3. Computer Education.
4. Specialized Subject Area Consultants - Language Arts, Business Education, Vocation - Terminal Programs, Math-Science Consultant.
5. We miss the subject area specialist type of direct service.
6. Awareness of curricular material resources at Regional Office - textbook complements, curricular support materials, A.V., etc.
7. Occasionally one would like to see a greater amount of autonomy in the Regional Offices - power to make final decisions or to give definite responses.
8. There must be consistency of interpretation and practice on major issues between and among the Regional Offices, as well as between the Regional Offices and the Main Departmental Office in Regina.
9. Provision of in-service to staffs rather than co-ordinating in-service.
10. Having a greater direct influence on the direction the Department of Education goes. The Regional Office should be a voice for those in the field.
11. The Regional Office should have greater influence in co-ordination of all government services to provide better service to students. (Reiman, 1982)

Also found in Highlight of the Regina III Annual Report (1982) are lists of needs and ways to address the needs.

Concerns:
- Not enough time for inservice.
- Insufficient time for classroom supervision.
- Concerns expressed regarding the rising expectations of LINC request. Extra funds or controls may be needed.
- Shared Service personnel would be better managed from the Regional Office with Divisional input.

Suggestions:
- Team visits should be re-instituted.
- Assistance required for supervision.
- Keep up the good work!

Interagency groups need to be carefully organized and routinely used (E.g. Monthly meetings deal with individual children and their needs.) The centralization/ decentralization issue needs to be resolved.

Finally at the school level the coordination of all support services in conjunction with the centralization decentralization restraints as well as with the definition of the role of the principal needs to occur.

In order for such coordination to occur teachers need to be committed to their responsibility as the initial force in the use of any and all support services to the schools. Their initiative is paramount in the effective appropriate development and use of support services.

Current apathy at the classroom level, overlapping of services, 'red tape', accessibility, frustration needs to be eased by multilevel commitment to support services.

In order to facilitate coordination in general teacher input would be useful provided time for a professional contribution is given. Decentralization which superficially at least seems to contradict coordination is seen by some interviewees as one way to make coordination available. Other intervieees suggest a local balance and annual option re/decentralization.

Another way to facilitate coordination is a provide a slick professional public relations campaign which describes the coordinatd support services and is widely distributed and inserviced by Curriculum Implementors.

In addition to general and by support services needs above, the needs of several groups of children were discussed by the interviewees in this sample.

The needs of the gifted, Native, 12-14 year old potential dropouts and children cared for by Social Services were

discussed.

Personnel from Social Service during interviews described the following needs. There needs to be more funds for tutoring children in difficulty; to be ways for students to return to school (e.g. Correspondence School competancy exams); to be Career Counselling for children having difficulties; and to be provisions for students who now 'fall between the cracks' due to funding programs etc. Flexible, floating budgets may be a partial approach. Decentralization and providing office space for Social Services workers in schools illustrate the range of ways to meet the needs of particular groups of students.

French students need support relative to transportation costs, to translation of media (Sask Media) community resource materials and textbooks required for departmental examination; to special education students; to tutors and to bilingual support service personnel.

Small School Divisions and Private Schools need access to all support service resources, adaptation of Shared Services criteria and the provision for small locally developed resource centers.

Finally exceptional children need access to programs after they are 21 years of age which provide for quality of life, supervision, use of equipment and a flow from program to program based on progress. These needs could be met by reorganizing the workshops and centers through social services and providing group homes. Physiotherapists, occupational therapists are needed in developmental centers and could be on call for children with learning disabilities. Now progress is being made in educational

integration, social integration is needed. The role of the paraprofessional as well as how to respond and facilitate change are other topics of concern. Finally the need to streamline the 'awkward' designation process paper work and to eliminate the barrier to serving all children with needs, must be examined.

The needs and ideas described above provide evidence of a vital concern for Saskatchewan children and support services. Can we afford to ignore such need?

Question 7.

Rate your school community on a 1 (poor) - 5 (excellent) in regard to the effect of each service. Why?

The effect of each service upon the lives of children clarified this question. The responses to the 'why' part of the question provided a check on the second parts of question 1, and 4 as all of these responses reinforced the reasons for providing such service.

The following chart shows the rating frequency by number and by service. Again, the reader is cautioned not to generalize from this sample of interviewees. This chart simply shows the range of effect these interviewees. The services only if available and useable are rated.

Figure 3
Effect of Services Rating

	Social Supports*	Community Resources	Parent Involvement	Staff/ Program
1	✓ ✓	✓ ✓	✓✓	
2	✓ ✓ ✓ ✓ ✓ ✓	✓	✓	✓✓✓
3	✓ ✓	✓ ✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
4	✓ ✓	✓✓	✓✓	✓✓✓
5	✓			
Total	13	11	10	11

(* the type and source of social service influenced the rating).

Question 8.

Comments.

The responses to this question are reflected in questions 4 & 6. In addition each person was asked to select any topic of concern related to support services which if they had several days they would pursue via research etc.

Following is a list of comments and topics of concern.

- How to market Education/Public Relation Program
- Instructional Strategies for High School Teachers in Multigrade Classrooms.
- How to Overcome Distances and the Provisional of Support Services.
- How to Meet the Needs of 12-16 Year olds
- How to Supervise Teachers
- Effectiveness of Principals
- Director's Role in Fiscal Responsibility
- What About Provincial Standards?
- What is Equality in Education?
- Are we Giving 'Normal' kids a Fair Shake?
- What is Continuous Program and its Relationship to Support Services?
- Inservice Package: Supervision
- Gifted Children : Curriculum Development, Inservice Package.

- Contract for Professional Growth.
- How to Change Parental Attitude.
- School Truancy and Hockey Tournaments: What is Being Modelled About the Value of Education and Why?
- The Length of the School Year: Core Time
- Delivery of Speech Therapy Services
- School as a Social Agent - Why?
- Parental Involvement and Public Relations
- Work/Study Program: Survey.
- Hearing-Disabled Child in Rural Saskatchewan.
- Role of the Department; Define Limits of Education, Attune Services to Educational Issues, Take the Leadership in the Use of the Service:
- Coordination of Support Services at All Levels
- Trustee Role: Proactive and Involved in Schools.
- Getting the Administration and Staff Together: How?
- Eliminating the Competing Structure in Educational Organization
- Intergency Cooperation, Communication Coordination.
- Filling the Gaps in Support Services.
- Social Agent Dilemma.
- Dropouts - Prevention
- Coordination of Resources.
- Gifted Children: Practical Program Ideas
- School Flexibility
- Philosophical Directions of the Department of Education as Innovator/Leader.
- The Dynamic Principal: How to Develop
- How to Organize a Community Resource Service
- How Teachers Can Get a Support Service?
- What Services Are Available in Saskatchewan and How Can Each Be Used; A Catalog.
- How to Develop a Community Resource Catalog.
- Parents: Day by Day Involvement.
- Motoric Disability: Practical Ideas.
- How to Develop a Provincial Tutorial Service
- Develop a Handbook re Community Resource/Parental Involvement Using Teacher Input.

The reader may wish to read the extensive Search of the Literature in Appendix C in preparation for the next section of this report entitled Relationships.

Relationships

The relationships between the literature (Appendix C) and the Saskatchewan information relative to school support services will be discussed in general and by type of service in two ways.

The first way will contrast and compare the perceptions of the two groups of Saskatchewan interviewee teachers/principals and directors. By service the question format will be used.

The second way will be to contrast and compare the Saskatchewan perceptions with the literature. In both ways cluster method is used. From these relationships a list of Issues for Saskatchewan follows.

No generalizations should be made concerning the relationships between the interviewee responses and the provincial response. No generalizations from set of responses to set of responses should be made due to the wide variation in range of factors. This subproject by design, introduced as many variables as appropriate to deliberately solicit a wide range of response.

Conjecture about reasons for the relationships may be interesting and catalytic but could be most inaccurate because underlying factors were not the focus in this report.

As previously stated, the purpose of this report thus the purpose of this section about Relationships is to highlight the possible range and variations among the responses in this sample in order to view ranges and variation among support services.

In general teachers/principals and directors (in paired sets) concurred about the definitions of school support

services. Concerns about learning disabled and the gifted were heard separately from both groups relative to social and staff/program supports. A small group by pairs emphasized the role of parents and community input into policy and procedures.

Around the question 2, the availability of social services and the use made of them, there appears two clusters.

Where there was satisfactory communication; (from the teachers/director's view), written policy, guidelines or handbooks; open access to the director and a focus on school based decision making directors and teachers express rather full information concerning the availability of resources. In these instances if the need was evident the use was also rated optimum.

In contrast there was either apathy ('It doesn't matter anyway, nothing is done'), frustration or an 'I'll ask the principal' attitude in instances where the teachers had to rely on forms and/or screening processes in order to validate need for possible referral. The use was not highly rated due to time, accessibility and value. In some instance audiology diagnosis done in October was reported to the teacher in June.

Another relationship was the concurence of responses concerning the accessibility problem in rural areas (if services were outside the school itself), the unreliability of social work services and the lack of counselling and speech services.

Teachers/directors in a few areas were in contrast over what was available. For example a complete personal guidance counsellor program outlined by the director was 'non-existent' according to the teacher. The teacher was interviewed first and ask the standard form of question 2.

Within current limits Health Services were well accepted by both groups except in a few instances in regard to ear/eye screening and record keeping responsibilities.

Finally attendance service discussion with many directors prompted concerns about drop out and motivating 14-16 year olds.

Division III and IV teachers concurred. Another interviewee concern related to the literature and parental attitude (Heiss, 1977). The interviewee was concerned that for e.g. local hockey touranments are sponsored in schools by community organizations and parents to children from school to play.

In regard to community resources/parental involvement no clusters appeared. The development of those supports was quite varied, on a few occasions was coordinated at a board level but was usually within school responsibility. In some instances both directors and teachers did not know what was being done in the schools. On those occasions when the teacher interviewed was also the principal, the local information was detailed. Community school interviewees provided full information. Some systems had strong support from for example; Police Liaison Junior Achievement and fine arts organizations. Others had not tapped this resource. The availability of staff/program support services varied widely in terms of quantity and qualities.

In quite a few instances the input opportunities into policy and procedure outlined by directors or principals was not adequate from the teacher's viewpoint. Teachers felt that lip service is given to this input but their opinions no matter how substantially supported and organized were passed over or not

given the 'weight' they merit. Teacher's opinions merit much consideration since teachers know their children's situation. The lack of money is often viewed as an excuse. Little communication relative to the reasons for policy/procedure changes appears to reach and convince the classroom teacher.

> 'Why don't they just tell us-- up front-- if it's really true maybe we can keep cut costs'
>
> 'All the funding is so fuzzy-- why? Surely they can trust me enough to let me in on the secrets! They trust me with the kids.'
>
> 'It's a matter of priorities. Mine are the kids-- Their's is money.'

The 'they' in these comments refers to the board, or the administration.

Personnel and inservice resources represent a wide range across the province. Some schools have teacher days in contrast to large full system conventions. Some systems have no consultants other use many. Size, reqional provincial consultant use and philosophy re decentralization all influence the nature, number and roles of personnel. The planning for the use of personnel is usually done by directors but inservice planning is done solely, jointly or in consultation among these four groups; teachers, principals, consultants, central office personnel. In some cases need assessments are used. Professional development committees with consultants and advise from other interrelated personnel develop some or all of the inservice. A few school systems work on themes, or on a tri-level program. Consultants (provincial, regional, district) are viewed as resources for inservice, as assistants, on a scheduled basis or if they are in school (in a few instances) they are viewed as a staff member who

coordinates services of many kinds. A little evaluation is usually done informally.

The two clusters previously presented under social services are visible in this area. Communication, control and openness are factors in satisfaction of personnel and inservice resource support services.

Time to do all these things, to use resources and to respond to policy input opportunities, to consult with personnel, to manage inservice [to lobby for day care] is seen as a major deterrant (Conway, 1980). The lack of time is also seen by some teachers as a deliberate blocking mainpulative device. If there is little time to prepare, to plan more 'on task learning' for children, to become vitally involved in education the apathy will disappear and perhaps teacher demands based on children's needs will become documented, evident and force decisions. While all this is fuzzy and teachers apathetically submit, nothing is done. Avoidance costs little money and the teachers take the public outcry.

Both directors and teachers discussed the time factor. Both often resort to deferring their personal involvement to other committees and groups but are dissatisfied with the inevitable consequences.

'If only I had time-- I'd'....

'Oh well I do what I can but there's only so much time'

'It's lucky my family understands...'

'There's no time-- but would it matter anyway?'

'Time on task--ha!.. how do they expect me to plan for it— that's what takes time... unless you want the ABC's

in unison-- 10 minutes at a time'

'I'm tired of being told that it's my responsibility- I know I'm in charge of this classroom but I am not given the trust, time, control of funds to carry out my responsibility. To take the initiative is to walk into a wall that says do more, do it better, do it with less money, after all you're so well trained now'

'If I complain I'm self serving, I'm selfish and I'm just giving the teachers' view-- I'm not, what I want is quality education for the kids-- they hate school and I don't blame them'

Local curriculum development was used as needed in almost every interviewee situation in this sample. Some are using it less now but still see it as a resource service. Time to do it is sometimes given, funds are sometimes provided, committees/ secondment are some approaches used. Variety is the prominent feature. Coordination and registry information that is requested. Teacher/directors' responses were often alike, except perhaps directors had wider knowledge across grade levels and were concerned about the drain of classroom personnel. Teachers, however, in some cases, knew in detail what was happening in other divisions.

Finally support services for professional growth were more completely known by directors than by teachers particularly where funds were available.

Openness varied between directors and teachers aobout the optimum usage and funds for conferences etc. That the evaluation and information base, gained from these experiences, is not adequately used, is the response from both director and teachers.

The information around question 3 how were the services developed were sketchy in most instances. Personal anecdotes were given by directors who had either been in the position for a

long period or who had had to address crises based on past difficulties. Teachers generally did not know how services had been developed. Some had knowledge about the Shared Services Program (1982). In regard to Shared Services several responses clustered. Small school districts were concerned about the criteria in reference to the number of children to be served, since that number effectively eliminated those areas who need the Shared Services concept the most. Some responses also indicated that despite the 'ownership' value provided by Shared Services, that Regional Offices in place could more easily be reformed at less cost.

Another cluster favored use of Shared Services for direct services to children and the use of Regional Offices for director, consultant leadership training; for research; for resource services in line with department priorities. These responses were alike for all support services.

The community background from boths educators was often similar. In a few instances the teacher viewed the community as more hostile or apathetic than the director. These instances relate to the cluster characteristics described above.

The input in quantity and quality from local boards, regional office, Saskatchewan Education in the past and often in the present were more detailed by the Director. In some instances teachers did not know the organization and interrelationship of the levels of input. Teachers and directors both requested organizational charts about various government departments and agencies and information about recent changes,

trends, and objectives.

The responses around question 4, what more is needed show similarities and differences. Teachers and directors requested guidance/speech services re social supports. Directors commented about Shared Services Plan while some teachers did not know what was being planned. The need for coordination if all services was a most prominent response by both groups. These services were to include parental/community/staff services as well as social supports.

Many teachers requested input into staff/Program support services in order to meet children's needs. The attitude was, if they'd ask us to do something about it, we could tell them and even help!

Relative to community/parental involvement the responses in this sample by both teacher/director were positive. If the involvement is sensitively organized most interviewees would welcome such support. If the fears expressed could be overcome the interviewees were optimistic about the value.

In questions 5 and 6 the same two clusters of characteristics appeared. Procedures were satisfactory and known if the authority for action rests at the school level. Conversely great dissatisfaction was expressed especially by teachers but also by directors when authority is centralized. The ways in which services should be made available (question 6) particularly in directors' responses divide into two clusters. The more centralized the control in procedure, the greater the desire is to provide centralized services. Other reasons given for centralizing are funding, coordinatorion and time

organization. Reasons for decentralization are to meet the teacher perceived needs of children quickly, more accurately and to free the teacher to educate. Many directors favor this approach stating 'the principal is the key.' Directors even seek ways to provide principals with more time to do these tasks at the expense of hiring fewer central office personnel. Time once again appears to be of great concern. 'How can principals do as much as is needed?'

Social services should be provided by the schools based on need. Parental/community resources should be locally developed using ideas from a information coordinating group. Staff/Program services should be determined and managed by the school having a smorgasbord of resources approaches from which to select.

Question 7, rating effectiveness of services provided, shows variation in response in some pairs. Across the responses the directors who expressed many goals, details and concerns relative to support services rated themselves lower. It appeared that personal expectation and knowledge about the potential of support services influences the effectiveness rating. Teachers often concurred with directors, however in the pairs where there were descrepancies in regard to responses around questions 2, there were also descrepancies here. Generally staff/program supports were rated lower by teachers and both groups rated social supports lower except for Health services. Parent/community resources were rated high if they were in place.

Finally question 8 which illicited comments centered around the Issues to follow.

The second aspect of relationships contrast and compares the literature with the Saskatchewan information in general and by service.

In general all support services which were a part of the operational definitions for this subproject are seen by Saskatchewan interviewees as needed and useful in order to reform the schooling of children to the education of children.

Such information is confirmed in Fantini (1975) as well as the literature relating to the reasons for the service (Appendix C).

The concerns relative to the depth and extent of such services appears to be a mute point in the literature but is a matter of mild concern for some interviewees. It's not the philosophy involved in such an issue, (provided the services are child centered). It's the financial and human support that causes concern. Cost/benefit is so intangible. In the literature the following author's address these concerns and describe ways to address these concerns (Craig, 1981) (Sidel, 1980) (Steinberg and Chandler, 1976) (Watson, 1977) (Hobbs, 1981) (Evans 1981). Literature advocates evaluation procedures in order to address cost/benefit concerns (Maher, 1979) (Senft & Snider 1980).

There appears to be a relationship among the ways in which Saskatchewan Schools have coordinated social services and the ideas presented in the literature.

Shared service kinds of programs are advocated in Coulter, (1976) Loveless (1967) and APSEA, (1982). An interagency organization described by one interviewee is quite like the kinds

of organizational strategies in Watson (1977).

There also appears to be a relationship between the literature and Saskatchewan information concerning local control and management of coordinated social services through a decentralized/centralized method of organization. In the literature coordinated but decentralized support services are addressed by (Marchand, 1982) (Bingham, 1980) (Silver 1981) (Miles and Ury, 1978) (Ornstein, 1980) (ERIC -Research Action Brief #13, 1980) (Estes, 1974).

Requests for information about other agencies and about specific resources is addressed in the literature by Wylie (1981) and Paton (1981). In Saskatchewan however various organizations have described resources for social services in various catalogs as well as projects from Saskatchewn Health (Russell, 1980) and Social Services (Exner, 1982) which provide full and detailed information.

By specific social services, in some Saskatchewan systems pupil personnel services are used to organize the special education, guidance, psychological services and/or school work services to avoid duplication and overlap as is advocated by Miller and Menchinger (1970). They use a redefinition of problems of children as part of the approach.

In health services the early intervention focus and Health Educators of Saskatchewan Health are supported in the literature (Russell, 1979) (Holden, 1980) (Roy, 1981). The interdependency of health services with other agencies (Russell, 1979) is supported in the literature.

One project using extended health services in Saskatchewan is in the Melfort, Saskatchewan (Krause, 1981) study which is detailed in Models. Another project which is currently being evaluated is in Moose Jaw, Saskatchewan. (Curtis, 1982). Both these Saskatchewan prospects relate to strategies in the literature and focus as in (Costin, 1978) (Watson, 1977) and (Miles & Ury, 1978), (Silver, 1981).

Attendance services are addressed the the literature by Bartlett et al (1978), Grala and McCauley (1976) and Wright (1978). In Saskatchewan in the literature attendance problems are seen as a symptom of a potential drop out (Maurer, 1982)(Robins and Ratcliff, 1978). Preemployment programs addressed to such needs involve all social services and use community resources (Kennedy, 1981) (Curley, 1971) (Magnussen, 1977). In Saskatchewan such approaches are also used, with perhaps less focus on guidance due to inadequate services. The programs tend to be terminal rather than provide reentry once the student is motivated and re-skilled. The Melfort program (Krause, 1982) uses a community worker to address attendance difficulties as in Miles and Ury (1981).

The local use of community resources, parental involvement support services appears more developed in the literature than as reported by Saskatchewan interviewees. The level of participation as classified by Fantini (1975), Moyer (1982), Minzey (1974), rarely reaches lobbying. In governance participation despite the board trustee provisions, school level governance does not usually include shared, community controlled or family selected types of governance. Teacher and director

interviewees express optimism concerning parental/community support services, but need to be able to choice to be involved. Guidelines and time to operationize these potential resources are also requested.

Some similarities between literature and Saskatchewan information are the value and benefits of the successful use of these services. The literature addresses and allays the fears of involvement by suggesting specific strategies and skills. For Saskatchewan interviewees experience appears to be the main influence on attitude.

Another contrast between the literature and Saskatchewan information is the use of senior citizen and peer-tutoring volunteers. In fact volunteerism is much less developed than the extensive literature describes. In one study using parent volunteers as the community social worker was found to be successful (Miles and Ury, 1981).

Across Canada (Alberta, British Columbia, Quebec) and in Saskatchewan (Friesen and Hunt, 1979) Community Schools are becoming a viable public alternative.

In some Saskatchewan systems local school advisory committees are beginning to develop and expand. Their request is for guidelines and suggestions. The literature is full of ideas and suggestions (Gores, 1973). In fact, materials relating to Community Schools provides abundantly for this subject. The format used by Fantini (1975) considering levels of governance toward which to grow could be useful. (Minzey, 1974) provides another perpective of use.

In another Saskatchewan System governance could be useful (Minzey, 1974) since participation due to crisis resolution (Fantini, 1975) has activated a strong community, parent, student committee and is perceived as successful, supportive and proactive. The governance participaton appears to be moving toward shared control in this instance.

In school/program support services area, the relationship between that in cited on the literature and reality in Saskatchewan again provides many points of contrast and contact.

When policy/procedure decisions are School based, the style and administrative control used is the O.D. Model (Organizational Development Model) teachers have input. They know their opinions are taken to central office or the board if the school is unable to act, provided the staff rapport is satisfactory.

However, in those instances due to communication and lack of 'weight' given to teacher input, dissatisfaction arises. Literature is supportive (Burch & Danley, 1978) (Erlandson and Pastor 1981) (Gregorc and Hendrix, 1973) (Thompson, 1979).

In Saskatchewan some interviewees were concerned about lack of written policy. Literature also supports the evidence of these concerns (Martin, 1977) (Evans, 1981).

Related to procedures, Saskatchewan interviewees were also concerned about the roles of regional personnel and Shared Service personnel. Literature suggests that role definition and a knowledge of it, is a factor in successful support services (Kelley and Dillon 1978) (Trohanis and Jackson, 1980).

The provision of personnel (consultants, principals) and activities (inservice) resources is in contrast and contact

between the reality for Saskatchewan and the literature.

Saskatchewan interviewees provided a variety of responses about the role of personnel. However, consistant was the need for in-school access. (Olivarez and Berrier, 1978) also concur and offer strategies. Principals are viewed as key personnel by Saskatchewan director/teachers and in the literature (Benjamin, 1981) (Clark et al, 1980) (Shoemaker and Fraser, 1981).

Kelley and Dillon (1978) and Wood and Thompson (1980) express views similar to some Saskatchewan interviewees warning about 'one shot' inservice or consultant service, about attitudes of some consultants who see teachers as needing to be controlled and wishing to avoid responsibility.

Kelly and Dillon (1978) also describe the use of what Saskatchewan calls Curriculum Implementors.

The definition and communication of roles of all personnel; as consultants, in Regional Offices, as department consultants, in Shared Services, in the Departments, is viewed as essential by teachers/directors in order to coordinate and effectively use school support services. Their interface, interrelationshiips, functions, parameters of responsibility and structural hierarchy are considered critical aspects of definition.

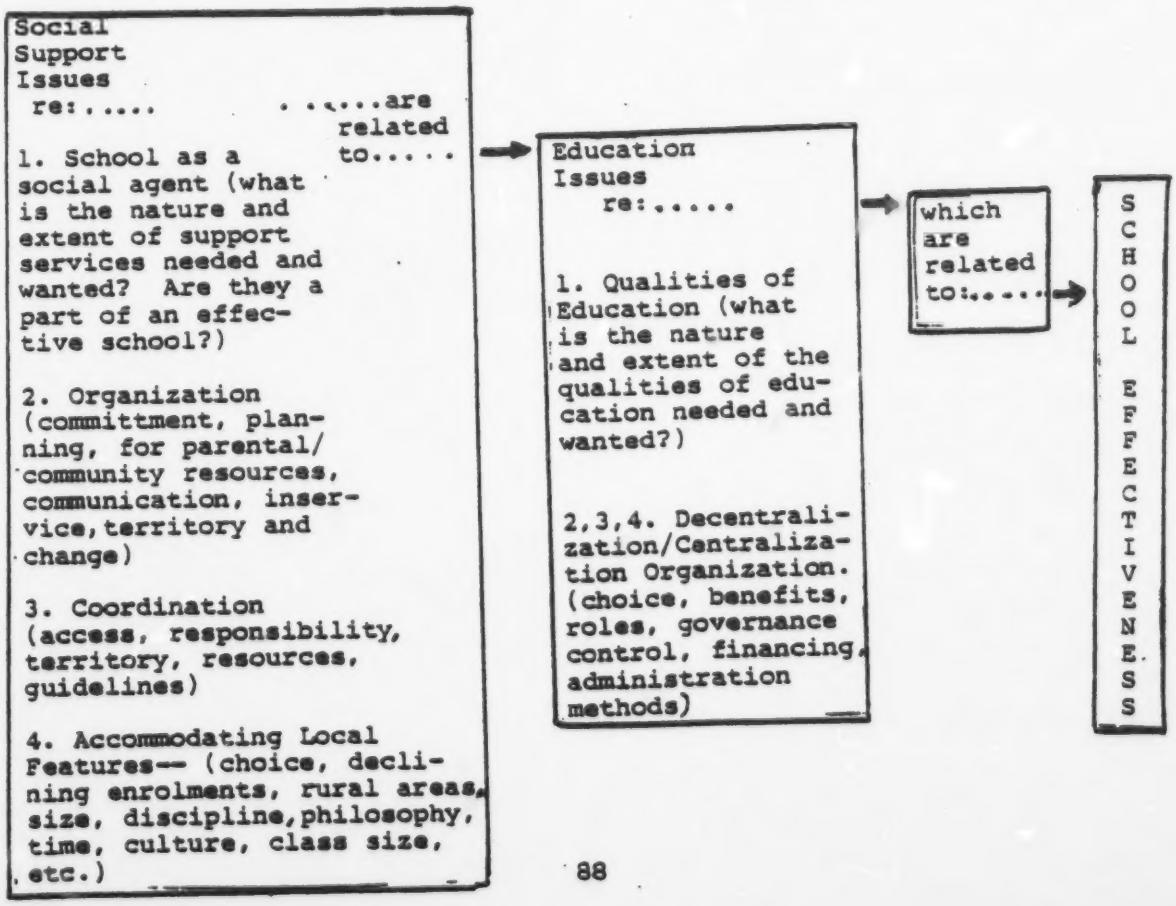
Relative to inservice, Saskatchewan interviewees responded in the way the literature suggests. Requests are quite similar as are successful approaches when school managed. Both the literature and interviewees describe the value of professional development representatives in a facilitating environment. Of interest— in the literature the value and teacher acceptance of

Issues

In the sections Saskatchewan School Support Services, Search of the literature (Appendix C) and Relationships many issues have been raised related to specific services within specific supports as well as issues related to all supports.

Rather than discuss issues further the purpose of the section is to draw together the issues by putting them in a perspective related to Education as a whole.

Figure 4
Issues and School Effectiveness


Social Support Issues re:..... .....are related to.....
1. School as a social agent (what is the nature and extent of support services needed and wanted? Are they a part of an effective school?)
2. Organization (committment, planning, for parental/community resources, communication, inservice, territory and change)
3. Coordination (access, responsibility, territory, resources, guidelines)
4. Accommodating Local Features-- (choice, declining enrolments, rural areas, size, discipline, philosophy, time, culture, class size, etc.)
Education Issues re:.....
1. Qualities of Education (what is the nature and extent of the qualities of education needed and wanted?)
2,3,4. Decentralization/Centralization Organization. (choice, benefits, roles, governance control, financing, administration methods)
which are related to.....
SCHOOL EFFECTIVENESS

The four school support service issues can be matrix with the four kinds of services as operationally defined.

Figure 5
Summary of Issues by Support Service Matrix of Questions

Supports

Issues	Social	Community Resources	Parental Involvement	Staff/ Program
1 School as a Social Agent?	Should we? How much?	Should we use it? How much power?	What are the roles? What about tempting irresponsi-bility?	Does the Staff/ Program need to to be involved?
2 Organi-zation	How do we use these? At what levels? Who has power?	Who does it? Who starts? How are attitudes developed?	Who does it? How? Who starts? What about attitudes?	Who says what's needed? and who pays? Who does it?
3 Coordi-nation	Who reaches out to who? Who pays? What about money? Power?	Where? How?	Where? How?	Territor-ies? How?
4 Accom-moda-tion	How can it be flexible to meet unique needs and to offer fair opportunity? What about regional/shared services, funding, coterminous boundaries, designation process, needs, numbers of handicapped, normal gifted children? distances/rural?	Levels of participation local wanted? Funding	Levels of participation local wanted? What varieties of assistance are needed?	Teacher needs? System needs? individu-alized? Apathy? Funding?

The first support service issue (the school as a social agent) was addressed in the Introduction and throughout each section of this report as part of the literature and interviewee responses to questions 1, 2, 4, 6, 7 and 8. Since the issues relate to the Qualities of Education, the final decisions need to be made by public debate considering financial consequences.

Given the response of the public, the above issues 2, 3, 4. (Organization, Coordination, Accommodation Local Features) can be addressed as an Educational Issue for they are a part of the preference for a Decentralization/Centralization (or Combination) Organization. In this report issues 2, 3 and 4 under support services have been addressed throughout each section as a part of the responses and literature around question 2, 3, 4, 5, 6, 7 8.

Since the 4 major issues of support services relate to the 2 issues in education and combine to relate to school effectiveness, the final topic addressed in issues relative to education, appears to be reduced to one question- school effectiveness. Education does not begin or end with the school and yet this institution is one in which there is a captive audience by law and therefore demands careful and vigilant scrutiny. The success and nuturing of the 'audience' is basic to questions in education.

First, school effectiveness needs to be defined; What criteria will tell it schools are effective? What within the criteria is wanted? Sources for answers to those questions are the people; public and written literature.

The Minister's Advisory Committee for the Curriculum and Instruction Review is asking the public. Subproject committees

consult others related to education as well as searching the literature.

Once the criteria for school effectiveness is defined, those criteria fit for Saskatchewan are selected based on local knowledge about local needs and about ideas. Following the decisions about what criteria is to be selected the next step involves organization including the issues of centralization and decentralization. Within these two concepts the roles of all personnel (principals, students, parents, community, support resources, regional officials, department officials) are clarified including coordination and procedure. Another issue within the concept relates to finances as well as methods and procedures of organization. Finally how to actualize any necessary changes including all these ramifications, completes the cycle in vigilance of school effectiveness.

In brief summary the literature about school effectiveness says:

Airasian, Kellaghan, Madaus (1979) discuss how all studies must be read with methodological parameters and their implications fully defined.

Austin (1979) concludes "that the individual characteristics of principals, teachers, schools, neighbornoods and home influence a pupil's achievement far more than particular instructional methods" p. 240. While Averich et al (1971) discusses the ambiguity of research results.

Brookover et al (1978) describe socioeconomic, racial and school climate relationships to achievement while Edmonds (1979)

supports administrative leadership as significant variable including the "assignment of resources" Lipham, (1981) also discusses the "goals, values, decision making processes, public relations and organizational relationship of successful schools and principals"... which support the single determining factor in school success "the ability of the principal to lead the staff in planning, implementing and evaluating improvements." Mortimore Rutter et al (1981; Education Leadership) supports principal and climate effectiveness.

Finally, Squires (1980) also mentions that staff organization, among other variables in the school processes, influences student outcomes.

The Best of ERIC and Research Action Briefs and ERIC Fact Sheets provide details about the above variables in numbers 23, 61, 28, 53 and 32; 2, 3, 14, 21; 3 (1976-1981) respectively. Klitgaard and Hall (1973) suggest that small classes, teachers with 5 years experience or more and salaries of $11,000 are influential variables.

What support services are a part of an effective school? This project has asked this question of both Saskatchewan people and the literature.

What ones do we want? That decision will be made in the public and political arenas in Saskatchewan even though this report has described what some people in Saskatchewan need and want and what is available here and elsewhere. The relationships have been rated. This report has also described how these services have and can be organized in Saskatchewan and elsewhere noting decentralization/centralization and unique features of

Saskatchewan.

The remainder of the report describes a sample of alternative Models and Indicators then provides a process of delivering these services by suggesting a Framework for Saskatchewan and proposed Plan of Action for Saskatchewan.

Models

In Wilson, (1982) the major characteristics of four models of change (Responsive, Linkage, Organization Development, Change Agent) were separately summarized. These have been compressed into the following set in order to provide check points for criteria in models. The set is; initiation, implementation and incorporation. Fullan and Grieve in Fullan (1982) also use these terms.

Initiation involves dialogue, building relationships, networking, teaching communication skills and in general developing rapport with the people involved to solicit their support. Indicators of receptiveness to change are openness, trust, flexibility.

The second portion of initiation are openess, trust and flexibility.

The second portion of intitiation involves establishing needs, norms for problem solving, and discovering the resources now available. These processes essentially diagnose the needs and marry the ideal within the real situation often at the local level.

Implementation involves the active phase of the model including changing organizational structures.

Incorporation is characterized by stabilizing the innovation using evaluation and a process of self-renewal resulting in dynamic acceptance.

The bias is these criteria is they tend to be effective for a decentralized system and for locally solved problems,

The following charts summarize and provide a sample of the models found in the literature and from interviewee responses in Saskatchewan across Canada.

They are grouped in this way:

Evidence of Coordination of School Support Services; Sample Models
Sample Social School Support Service Models
Sample Community Resources/Parental Involvement School Support Service Models
Sample Staff/Program School Support Service Models.

Evidence of Co-ordination of School Support Service: Sample Models

Source	Topic	Initiation	Implementation	Incorporation
In Fullan, (1982) based on documents by Tarry Grieve, Kamloops, B.C. p.173-174	- district co-ordination of resources as part of curriculum change	- yes - ad hoc committee of mostly teachers and a contact teacher at each school, needs assessment through self evaluation, review resource centre holdings	- yes - principal leadership training and teacher inservice - budget, release time, school controlled - resource purchase - reorganization /change	- yes - interaction with staff and principal to monitor and facilitate further work - formal evaluation in 3 years
Saskatchewan Education (1982) Joint (Shared) Service Model	- co-ordination of resources (from department in government) to share among school divisions	- yes - joint board, joint agreements - within specific areas needs are assessed (Special Education)	- yes - new structure organized	- in progress
Atlantic Provinces Report of the Special Education Authority (APSEA) (Committee to the Minister of Education [1973][1982])	- establishment of a co-operative agency to provide educational services for low incidence handicapped children (APSEA) - regional model	- yes - 1973 report-assessment - resource centres	- yes - new structure organized - on-off campus services - purchase service - consultant service to involved adults	- plans only
Interdepartmental Task Force (1980) Chairman: T. Mott	- interagency co-ordination for Health Education in Schools	- yes Term of Reference: - needs, resource assessment	- yes in recommendations	- in progress
Roy (1981) minutes of Proceedings of Standing Committee in Health, Welfare and Social Affairs respecting "For Canada's Children National Agenda for Action	- to develop a structure in the federal government in order to improve the quality of life for children	- plans only - federal/provincial committee network - needs assessment done	- plans only	- plans only
Oritz, (1981) The Organizational Structure of Public Schools	- support service recommendations for numerous, complex, varied services	- yes	- yes	- yes
Shookner, (1978)	co-ordinating support services - comprehensiveness - compatibility - co-operation	- yes - needs, roles, responsibilities - resources available - guidance counsellor	- yes - training/sequences - planning around obstacles - new structure	- yes - local body - authority program, funds (Local Children's Service Committees-inter-agency)
Conway (1980)	- co-ordinating support system for handicapped	- yes - needs - 4 categories of people as resources	- yes - through team efforts, inservice	- yes - feedback from Case Manager
Interdepartmental/ Interagency Task Force (1981) Chairman: T. Mott	- interagency co-ordination School Counselling and Guidance	- yes - in processes of study	- yes in recommendations	- in progress

Sample Social School Support Services Models

Source	Topic	Initiation	Implementation	Incorporation
Exner (1982) Saskatchewan by Region Inventory (Yorkton, North Battleford, Moose Jaw, Prince Albert	resources for social support services by region in Saskatchewan	- needs and projections - resources-Inventory of Human Resources	- Overviews of each Community - demographic, socio-economic characteristics social indicators, target groups	- in progress
Wall, (1980) Convenor Report on Library Resource Centre Services in the Province of Saskatchewan. Canadian School Librarian Association (1979)	co-ordinating resources for curriculum support by utilizing the full potential of resource centres	- yes through competencies of resource centre personnel	- plans only - see recommendation	- plans only
Couchman, (1981)	counselling services improvements through specific advocacy approach	- yes - needs - Community support (detailed)	- yes - advocacy plans HARP House	- yes - personal strategies reviewed and informally evaluated
Brezer (1974) et al.	co-ordinator pupil personnel services	- yes - needs - staff involvement communication and commitment	- yes - planning, casework behavior modification individual pupil assessment	- yes - cost - flexible
Martin (1982: interview)	based on Green et al. Health Education/ Planning A Diagnostic Approach, Mayfield Publishing Co. 1980	- yes - health/non-health factors and needs - quality of life	- yes six phases - detailed	- yes
Krause (1982) Melfort, Saskatchewan	school social (community) worker in a small school division - re: attendance	- yes - needs - resources	- yes - tasks re: service, references, conferences, interviews	- yes - strategical, professional evaluation - funding continued (1982-83)
Coulter (1976) Project ASSIST	support system of intervention strategies for teachers. Psychological services in rural areas	- yes - needs assessed - local resources surveyed - consultant model	- yes - small rural districts (co-operation to provide weekly service, counselling, staffing, third party consultation, program evaluation)	- yes - local interviews, surveys, questionnaires
Cities in Schools (CIS), 1978	- to more effectively deliver services to inner city youth	- yes - need barriers assessed - resources surveyed	- yes - Youth Family Units directed by 4 adults who provide intensive remedial social services, and act as a personal supporter to 10 youth	- yes - flexible - extensive evaluation
Speece (1980)	resource room support services for regular teachers - kinds of services needed	- yes - resources and needs - Index of Support Services instrument		

Source	Topic	Initiation	Implementation	Incorporation
Curtis (1982) School Health Education, Moose Jaw Saskatchewan	pilot project to expand services (in press)	- yes based on Russell (1980) needs assessment and resource survey	- yes - school based personnel provide curriculum materials for classroom experiences	- yes
Hawley (1982: interviewed) Kindersley Saskatchewan	- interagency committee who confers monthly in order to activate support services for individual children - co-ordination	- yes - needs by referral - resources from agency sources	- Yes - monthly agenda, follow up by school personnel in co-operation with agency personnel	- yes - informal evaluation
Developmental Centres (1982) Saskatchewan Education e.g., North Battleford, Moose Jaw Saskatchewan (1982)	- co-ordinate services to multiple handicapped children as part of educational program	- yes - needs through parents/staff/medical assessment - resource survey by director - shared responsibilities by school systems and community organizations and government departments		- yes
Health Is It! Conference (Dloughy, 1982)	- to facilitate support services to high school youth via student Representative Councils	- yes - Russell (1980) needs and resources	- yes - conference based on expressed need of youth and as well as leadership training	- in progress - follow up school based activities

Sample Community Resources/Parental Involvement School Support Service Models

Source	Topic	Initiation	Implementation	Incorporation
NCSEDC (1982) - a variety of brochures, pamphlets re Community Development, Community Education, Community Schools, Community Involvement Eugene, Oregon U.S.A.	Community Schools - how to asess, organize, maintain, evaluate, renew	- yes - needs and resources assessed	- yes - flexible, varied approaches, assistance, training available	- yes - continuing increase in community schools. (A Guide to Community Education Resource [1981])
Hawley (1982: interview) Community Friends Kindersley, Saskatchewan	- out of school organization which assist the community and school numerous ways	- yes - needs by referral - resources by planning - volunteer/community chairman	- yes - tasks are need determinant	- unknown - informal evaluation/review/reacceptance
Local School Advisory Committee's Education Act (1978) (Moose Jaw similar to North Battleford Saskatchewan)	- to liais with school-to develop parental involvement and use of community resources	- yes - numerous government, non-government studies have assessed the needs - non-specific resource survey	- plans needed	- plans needed
Saskatchewan Culture and Youth (1982) Community Inventory	- sample of how local communities can catalogue resources	- yes - using student summer employment, survey of resources was made	- yes - in progress - catalogue developed	- unknown

Source	Topic	Initiation	Implementation	Incorporation
Kleisinger (1982: interview) Liaison	- interagency co-ordination to provide support for needs identified by youth	- adapted from Safe Grad model this is a needs assessment model to solicit from youth their needs and strategies for self help. It provides back-up follow-up professional interagency support	- in progress via Youth Rally approach	- planning
Minneapolis Public Schools (1971)	- how to initiate and administer a community resource volunteer program for curriculum enrichment	- yes - needs - resource clearinghouse	- yes - teacher requests are matched with volunteer help	- yes - extensive evaluation - wide involvement - staffing/costs are considered
Minzey (1974)	- uses the interaction between six components to build a model for community education. Note: V provides for co-ordination of community services VI community involves governance	- yes - flexible - need oriented - knowledge of blockages	- yes - in six stages shows evolution of community education which avoids blockages	- yes
Friesen and Hunt (1979)	Saskatoon Community Schools	- yes	- yes	- yes
Vermette (1982)	- use of community resources as a part of field assessment relating to educational use of technology	- yes - needs, resources-interview technique and search of literature	- plans only	- plans only
Interdepartmental Community School Committee (IDCSC) (1980) Alberta	- demonstrates interdepartmental co-ordination for Alberta Community School Program	- yes - detailed step sequence	- yes - detailed, forms guidelines, suggestions provided	- yes - evaluative procedures (not known at this time) - CSF (Community School Friends - contractee of IDCSC)
Sleight (1978)	- using feeder schools and council of community members and educators to develop community schools as a vehicle for individualized instruction	- yes - needs and diagnostic tests - resources	- yes - inservice for advisor role - volunteers - school level fund allocation	- yes - evaluation-extensive
Interdepartmental Community School Program (Alberta 1981)	- Community Schools	- yes - detailed	- yes - detailed	- yes - detailed
Stevens (1982)	James Bay (B.C.) Community School Project	- yes	- yes	- yes

Sample Staff/Program School Support Service Models

Source	Topic	Initiation	Implementation	Incorporation
Walker (1981) Nova Scotia	- input into policy re school finance through professional organization	- yes - submission, discussions, boards, councils, professional organizations and citizens	- recommendation of Commission in Public Education Finance	- in progress
Ontario Ministry of Education, Regional Services Division (1981)	- the criteria for preparation of reviews in order to influence policy	- yes - based on need	- yes - step by step procedure from provincial to the general team roles, data reporting and follow-up	- yes - detailed
McLaughlin and Curley (1982) Northwest Territories	- sample of resources (result of inquiry into problem and concern Learning: Traditions Change)	- yes - needs identified - resources surveys	- yes recommendations as a part of implementation	- yes - in progress
Saskatchewan Education (1978-1982)	- samples of resources for staff/program in order to inform educators	- yes - based on need e.g., 1982, Directory of School Officials; The Education Act and Index (1978); Annual Reports (1980-81); Social Studies Task Force (1982)	- locally determined	- locally determined
Nova Scotia Department of Education, Halifax (1982)	- samples of resources for educators	The Education Act The School Boards Act (1981)	- not known	- not known
Government of Yukon (1978,1982)	- samples of resources for educators	Teaching in Yukon, Teachers Handbook, Cross Culture Strategies, (Council for Yukon Indians)		
Saskatchewan Teachers' Federation (1981) Supervision and Evaluation	models for pesonnel/inservice resources training for principals re supervision	- yes - needs and resources surveyed	- yes - tasks are planned	- yes - follow-up - internship seminar
Georgia Department of Education (1979)	personnel/inservice teacher performance assessment instruments	- not known - beginning teacher	- yes - inservice	- not known
Saskatchewan School Trustees Association (1982)	- resources for inservice (curriculum, research, trusteeship)	- yes - material is developed based on need - resources are surveyed	- yes - newsletter - publication lists	
Podiluk (1982: interview) The level of inservice	- tri-level inservice strategies	- yes - teacher needs communicate to co-ordinator/principal	- yes - goals by continuum	- yes
Kratzmann et al. (1980)	professional development: quality of work life and support systems (Ch. 4)	- yes - variables described	- yes	- yes - recommendations
Saskatchewan Education (1981) Minister's Mini-Conference	50 participants (trustee, educators, administrators) addresed - Curriculum for the '80's	- yes - problem solving - needs	- yes	- yes

Indicators

In order to arrive at a set of indicators or principles that determine how support services enhance curriculum and instructors, it is important to formulate a number of questions based on the responses of the interviewees and on the literature. This information has been viewed a number of ways in order to arrive at indicators which account for the Saskatchewan mileau. This information has been examined in the Relationships, Issues and Models sections.

These following questions are based on Healy (1970). The readers' answers to these questions will indicate the currect or potential ways in which support services enhance curriculum and instruction in their particular situations.

STEP ONE: Describe the goals in measurable terms of the support service(s) in question.

STEP TWO: Arrange for measuring these goals in terms of who, when and where.

STEP THREE: List the obstacles that could impede the desired measurable behaviors of step 1. Procedures for monitoring change are also established.

STEP FOUR: Activities to remove obstacles in Step 3 are listed and procedures are developed for continually monitoring the degree to which such behaviors occur.

STEP FIVE: Behaviors which prevent/curtail STEP 4 behavior are listed and procedures for monitoring their occurance are developed.

STEP SIX: Methods of inducing the behavior from activities of STEP FOUR are defined in measurable terms and arrangement for their measurement are made.

STEP SEVEN: Define procedures to minimize the behaviors of STEP FIVE which could be counterproductive.

STEP EIGHT: Activate the system starting with STEP SEVEN and proceeding to STEP 1-- reviewing to insure feedback data is provided.

STEP NINE: Collect the data fitting it to the process and outcome criteria. Begin collection before data from all steps is available. It is an ongoing process in order to clarify whether the components are operating and producing the desireable results. Consider the type of analysis including statistical knowledge as the type and form of data collection is used at each step.

STEP 10: Summarize and make recommendations for improvement including improvements due to STEP 9. After the first cycle of STEP ONE to NINE recommendations should be implemented and the system recycled (Summarized; Healy, 1970).

STEP NINE AND TEN will reveal how the service is enhancing the curriculum and instruction. This process also provides a process of cycling so eventually the service will enhance the curriculum and instruction as desired by the goals of the service.

Framework

The fifth term of reference stated in the Introduction is to "develop a framework for delivering support services".

A framework defined in the Oxford American Dictionary is "the basic structure"; to deliver is "to transfer, to hand over, to present."

The following structure describes how to present support services as operationally defined in the Introduction. It is based on Maher, (1980) and is characterized as having structural and functional properties that constrain and guide its performance; as providing services to clients (school age children) based upon identified needs including an evaluation process in order to design or improve upon it.

This framework is meant to provide flexibility in order to stimulate a process of school-based decisions so that a delivery system may be developed which is appropriate for local needs. Within the "input' system human, technological, informational and financial resources interact to produce 'output'; staff effort, services delivered, information processed and finances expended. These are the programmatic resources.

The actual processes of presenting the services are; needs assessment, program design, and program evaluation.

In order to design a framework (structure) to deliver (present) the services several evaluation questions are used a guide and to provide a checklist during the process.

(1) Does the System possess information that delineates its temporal, spatial, and physical boundaries (e.g., an organizational chart, team flow charts)?

(2) Is there a written plan that outlines the programmatic components of the System (e.g., a program design manual that describes the range of special service programs that are a part of the System)?
(3) Are written policies and procedures available that are intended to guide the System's service delivery practices (e.g., a policy manual, a procedural guide)? (Mahler, 1980, p. 62).

The reader may wish to use the above questions in addition to be following considerations as checkpoints in examining this framework.

4) Does the framework plan an initiation, implementation and incorporation phase? (Wilson, 1982) (Fullan, 1982).

5) Have all indicators from the previous section become a part of the framework?

6) Does the framework speak to the wants and needs of Saskatchewan schools? Are these wants supported by literature?

Questions 1,2,3 may be addressed as the reader examines the framework below, questions 4 and 5 require the reader to use previous sections as a checklist.

To answer question 6 requires a review of Saskatchewan School Support Services Section and of Search of the Literature (Appendix C).

6) What do Saskatchewan schools as indicated in this sample want and need?

In general;

(6a) a provincial position relative to support services including evidence of commitment.

(6b) the right to decide locally, by school the depth, extent and qualities of services wanted and needed.

(6c) the coordination of support services at all levels of

education and among intergovernmental and interagency groups to avoid overlap (Gilman et al, 1979) (Silver, 1981) to provide a provincial local bridge, to facilitate prompt, local delivery of servies which uses staff/principal leadership to determine timing, seequencing, use of resources (inservice, consultants, materials), evaluation and which allocates decentralized funds (Senft and Snider, 1980).

(6e) adequate funding amid tax cutbacks and fiscal restraint trends.

By services:

(6f) guidance, psychological, speech and extended health services

(6g) complete detailed programs to stem the attendance patterns of potential dropouts and to motivate some 14-16 year olds toward a successful school experience

(6h) complete and detailed programs designed to involve community resources and parental participation. These programs are to be varied and flexible; encourage selection and local adaptation; provide resources, guidelines, ideas, sample procedure strategies depending on the level of participation desired (Fantini, 1975) (Minzey, 1974).

Staff/program support services needed are validation of input opportunities (Levine, 1982)(6i); local management of resources (6j); consultant 'registry' from which to select (6k); outside coordinating inservice agency from which to select (6l); skilled principals as the 'key' to supports (6m); facilitation of locally managed curriculum and professional growth experience

deemed appropriate by local schools/divisions (6n).

Is Saskatchewan ready?

Yes, according to the interviewee responses as determined by the needs and wants expressed above?

Yes, according to the literature.

The needs and wants listed above are typical of a system in transition from schooling to educating children. (Fantini, 1975)

The needs and wants listed above, typify the beginning of Phase III reported in Saskatchewan Education, Rural Education Report (1981) as defined by OECD (1976).

The needs and wants listed above suggest phase V and VI of Mingzey (1974) toward education in the community.

Even the concern about funding as reflected in the Framework is common in the literature. The economic sitution is ready.

The (Dec. 10, 1980) Calgary Herald reports;

> "In something as basic as the provision of sound instruction through the adequate employment and deployment of the professional staffs of school systems, we are convinced that the provincial funding formulae should accommodate the overwhelming majority of the expenditures.

Schmoeller and Kester (1977) provides a cost/benefit analysis and program quality information model.

Finally, rather convincing evidence of commitment is found in the 1981 Alberta Community School Programme position paper which describes seven types of assistance in Appendix E, Details in the Nature and Amount of Grants Available to Designated Community Schools.

All the above wants and needs are supported in the Search of the Literature (See Appendix C)

In summary, in Fullan (1982) T. Grieve's "The Role of a Curriculum Direction at a School District Level." (1980) concludes:

> The school is the unit of change.
> Teacher learning, self-development, and growth are critical.
>
> The principal is a key leader of change.
>
> District guidelines are necessary; the main role of the district is to coordinate change by helping schools to identify their own needs, by gathering materials and resources to meet those needs, by providing in-service traiining support and opportunities, and by monitoring the change process.
>
> Provincial guidelines are legitimate vehicles for testing the goals and needs of teachers and schools in each of the subject areas. District priorities (as distinct from individual school priorities) are kept at a minimum, although most frequently school and district priorities coincide because of the process followed.

The reader will notice numerals (1-6m) bracketed in this section. These numbers in the flow chart below identify where in the Framework these factors are addressed and planned.

Figure 6.
Framework and Flow Chart (1)
Of Planning Components

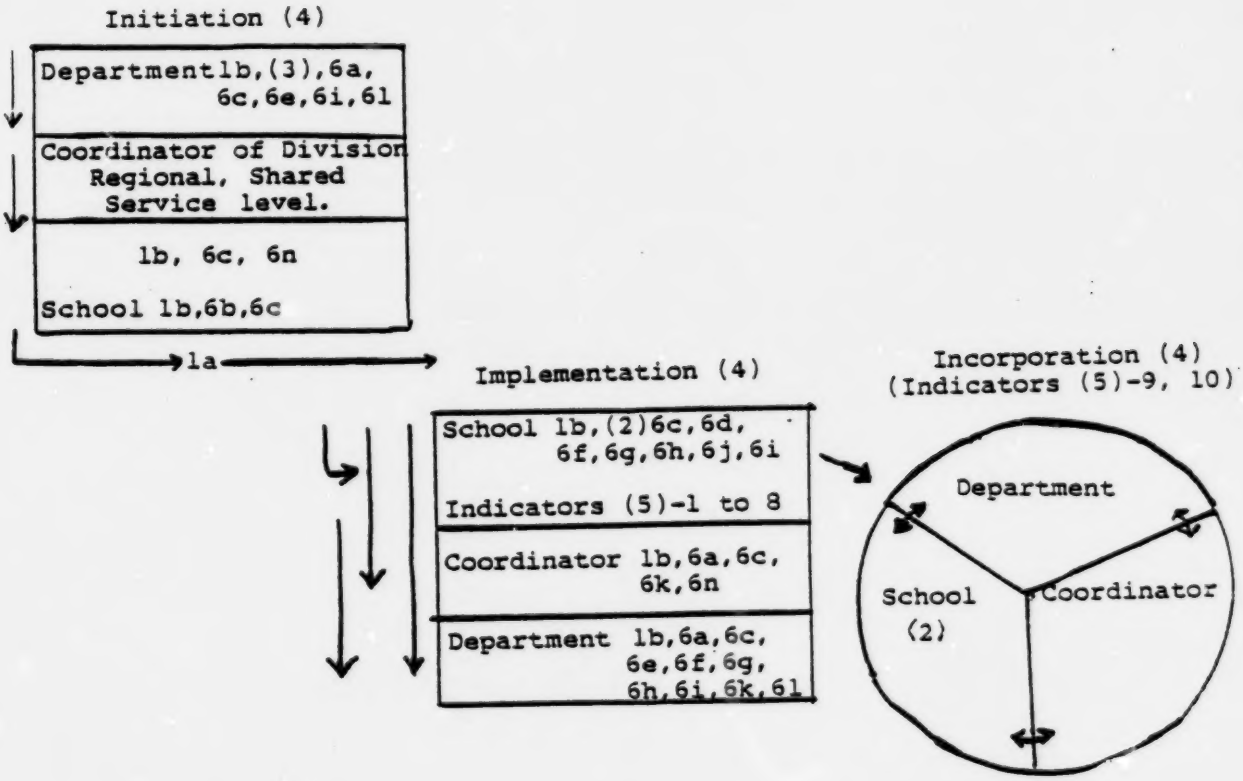


Figure 7
Framework
School Support Coordinator

INITIATION PHASE

Department : Public Debate

*Ministerial level:
- coordinate services (interdepartmental, interagency, provincial/federal liaison (Roy, 1981)
- describe funding
- other ideas (Alden, 1980).

Senior Level Personnel (Department Coordinator):
- develop policy/procedure manuals
- facilitate and chair all interdepartmental/interagency/federal and provincial activities.
- develop public relations package to present at school divisions based on this framework

Regional/Division/Shared Services (appointed coordinator):
- present Department initiative activities to school personnel and determine response coincide presentations with budget planning time

-support initiative activities at school level.
-begin to collect resource materials, and communicate with other coordinators.

School (principal, staff member, health educator community coordinator, school support coordinator, advocate)
- establish rapport Ihrale (1979) provides a check list. Includes the community agency representatives.
- decide whatever no to listen to coordinator's presentation.
- involve all probable participants and decide whether or not to use school supports

IMPLEMENTATION PHASE

School
- do a needs assessment (staff, children, parent, community)
- survey current resources (methods/materials gather other required resources.
- develop information stem (policies, goals, outcomes, behavior see indicators 1-7) related to local needs.
- develop financial resources (budget, procedures)
- design, develop, and activate program.

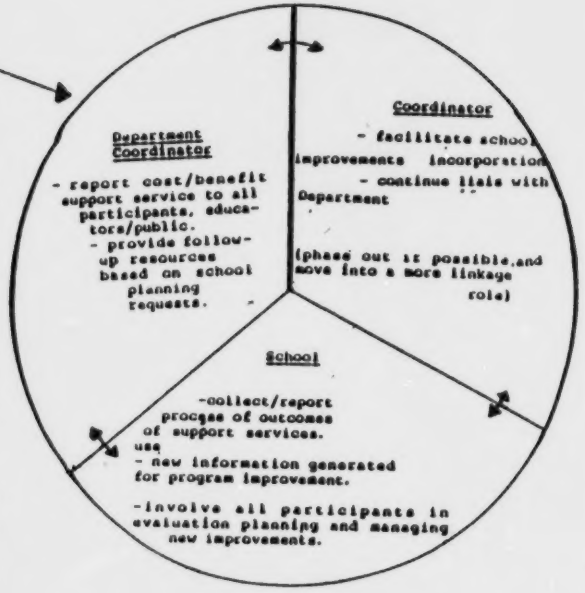
Coordinator

- liais with Department and respond to school requests for assistance related to the following in terms of source catalogs, written materials, ideas suggestions, guides, strategies, skill training workshops, public relations., needs assessment, resource survey methods, information system, training requirements
financial resources
affirmative action
Social supports community resources/ parental involvement, staff/program school support services.

Department Coordinator

- coordinate/develop disseminate all above resource materials to coordinator or to schools
- designate funds to participating schools (see Alberta-Community School Programme position, 1981)
-
- prepare materials to facilitate accountability/cost-benefit
- plan and manage interschool communication system for exchange and conferences, to link participating schools.

INCORPORATION PHASE


Department Coordinator
- report cost/benefit support service to all participants, educators/public.
- provide follow-up resources based on school planning requests.
Coordinator
- facilitate school improvements incorporation
- continue liais with Department
(phase out if possible, and move into a more linkage role)
School
-collect/report process of outcomes of support services.
use
- new information generated for program improvement.
-involve all participants in evaluation planning and managing new improvements.

* title for personnel responsible for initiating actions
** sample evaluative questions/procedures (Maher, 1980) which could also be used as a check in implementation

Plan of Action

STEP 1

Through public debate decide for a particular period of time whether or not to permit the school to commit themselves as a social agent?

Through public debate decide for a particular period of time whether or not to permit the schools focus on a preventive/crisis management mode?

Communicate information
to all educators and
if applicable proceed.

STEP 2At Ministerial levels-

Determine the interagency interface of personnel, roles, territories, responsibility and funding which will/will not be committed to support service to school-age children including the staff/programs involved.

- Procure above information input from Saskatchewan Education, Health, Social Services, culture and youth, Labor and The Attorney General Departments, SSTA and STF, Chamber of Commerce, Universities and community colleges community and parent organizations.

- Saskatchewan Education then facilitates the necessary interagency development and coordination at all levels

- Decide whether to use a regional offices/shared service program, a combination or to offer a choice from which to coordinate the delivery of all support services. Coordination is essential at department, division and school levels.

- At the Department level, ministers also press for the federal/provincial establishment of the Secretariat for Children's affairs (Roy, 1981) and as a group provide leadership for all other provinces.

STEP 3 - At department level-

Develop and chair a linkage organizational which collects intergovernmental and interagency resources; disseminates information; provides inservice training, support standards, ideas, guidelines for any schools division in which there are schools who choose to develop school supports.

- Complete a study of public education finances in order to determine possible funding sources (Walker, 1981) present and publicize Step 1, 2 and 3 particularly the

financial benefits and responsibilities as determined in step 2. Use an attractive motivating, appealing, audio-visual Package.

- Determine those sehool within divisions which are choose to devleop school supports.

- Determine the division coordinator (perhaps a temporary position) with whom to liais. Provide that person with specific details relative to operationalizing school supports from which schools may select the appropriate mode. Provide follow up and continually monitoring assistance so schools are fully informed.

- Prepare all resource materials for implementation needed by schools and coordinators (See Framework)

- Act as a clearing house for all resources form schools and to schools.

STEP 4 - At a division level-

Assign personnel to act as a catalyst who liais with school principals and staffs using appropriate strategies and information from the department level so principals and staffs can elect to develop school supports or not, and can select how they wish to develop them within their community's context.

- Once the decision has been made to develop support services, to develop plans and to activate them provide principals, staffs and community members with leadership training packages, resources and support.

- This is phased in by any mutually agreed upon method, using the expertise in one school to develop with other staffs/community the types of school supports desired.

- Release time, back up substitutes during expansion phase must be included as part of the plan.

- The competance of the division personnel as well as their community/school rapport and philosophy is critical. The permanance of this position depends on school response.

STEP 5 - At the <u>school</u> level-

- After fully informed, the principal, staff and community members, in an appropriate manner, decide to commit their school as a social agent for a particular period of time or not.

-The nature and extent of all social, community, parental, staff/program support services are explored, selecting the most appropriate one for the school.

-The organizational options are considered- (limits, requisites, benefits) and together principal, school staff and community draw up a time-sequenced, phased in plan of action detailing cost/benefit evaluation plans. The assistance of divisional personnel may or may not be required. There is ready access to department written resources.

-The plans and procedure are reviewed. See checkpoints in Zdrale, (1979) and Maher, (1980). The plan is activated.

-Following planned evaluation, the plan of action is revised and continues until the period of commitment is finished. Following the end of this period, a summative evaluation and a decision relative to a new commitment is made the cycle may begin again.

- Some of STEPS 2, 3, are self renewing and could be viewed as catalytic in nature.

There are a number of options available for school level support services.

THE FULL OPTION would include developing all social, community resource, parental involvement and staff/program support services. Such a program may be phased in as personnel and funds are available. A full time school support coordinator would probably be necessary (See NWDEDC, 1982, for training and endorsement details). The degree to which the support coordinator could provide direct social services to children would vary with their skill and the children's need. However, the support coordinator would act as an advocate and purchase services by contract for specific needs for specific times as well as provide substitute services in classroom to free teachers to work with social support personnel. The support coordinator would arrange all community involvement (training parents, aides, senior citizens, volunteers; resource personnel, school facility

use; children's and adults' activities) based on school needs and staff/community planning. The local boards would be a possible source of personnel to aid in such development (Exner, 1982) (Culture and Youth 1979). The school support coordinator would be the professional develoment representative in schools to facilitate all appropriate staff/program professional growth. Consultative services and inservices could be purchased from agencies. It is at this level that unique community needs are addressed e.g. multicultural focus, rural uniqueness, declining enrollments, small schools and split grade classes.

ALTERNATIVE OPTIONS are locally developed from the full option. The school base personnel; the department level locally available, release time and funding; and school/community needs and wants will determine the nature and extent of the option. Principals already overloaded if provided with more release time and training may be willing to act as the school support coordinator. Other suggestions range from community volunteers, health educator to staff personnel.

Conclusion

At the beginning of this report three questions were posed for consideration in this school support service subproject.

They were:

1. What is available in Saskatchewan and elsewhere?

2. Are these services important for students' educatio and if so what are the various ways of effectively deliverying such services?

3. What needs to be done in Saskatchewan?

Questions 1 and 2 have been answered in the Saskatchewan School Support Service Section, the Search of the Literature (Appendix C) and Indicators, Models section. Question 3 is answered in the Framework and Plan of Action.

The 'answers' have endeavoured to facilitate creative school level decisions centered on local need.

In the Introduction (Rationale) several issues were introduced for public debate. These issues still need resolution.

The people of Saskatchewan determine the schooling or educating of these yougsters.

Our decisions are their future.

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APPENDIX A

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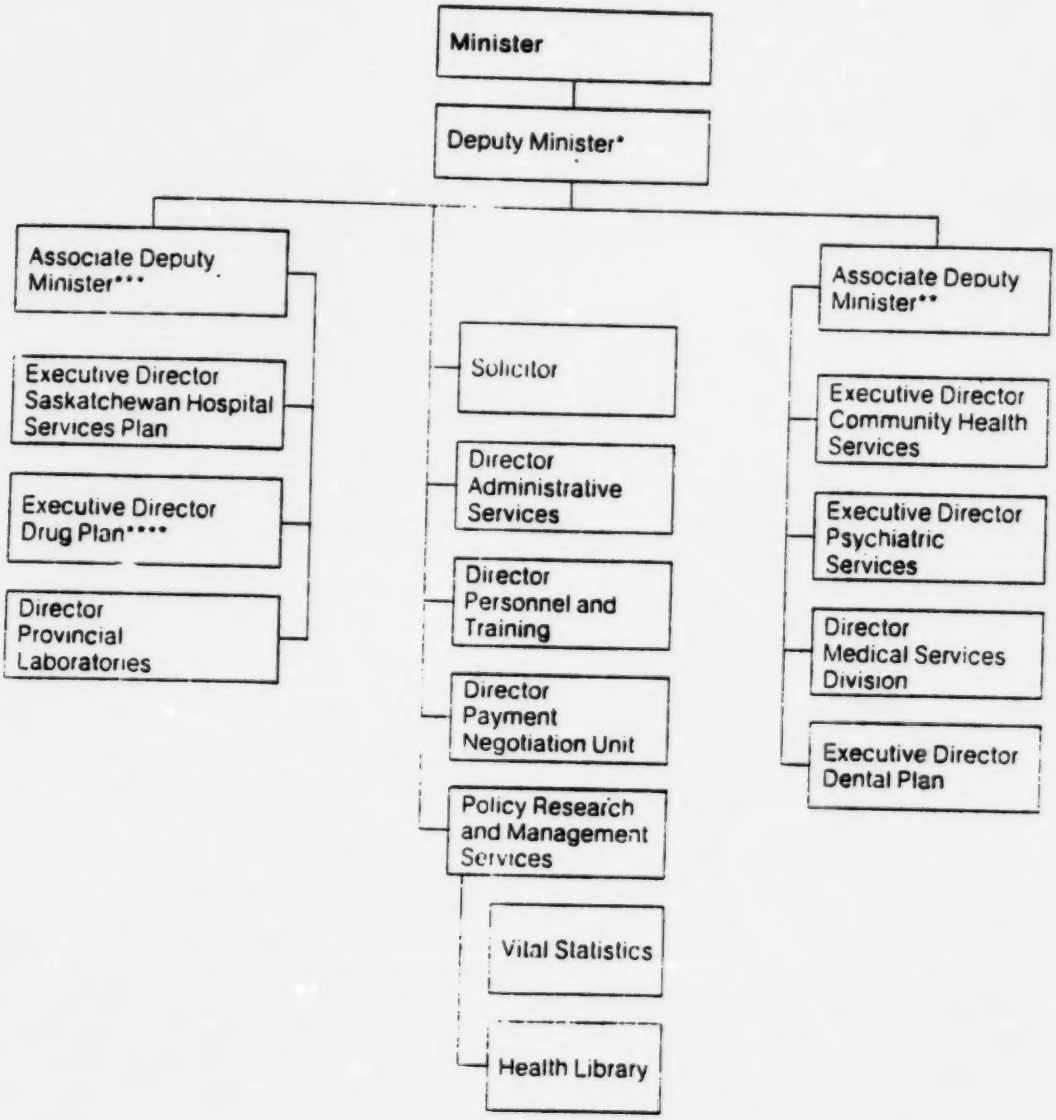
Appendix B

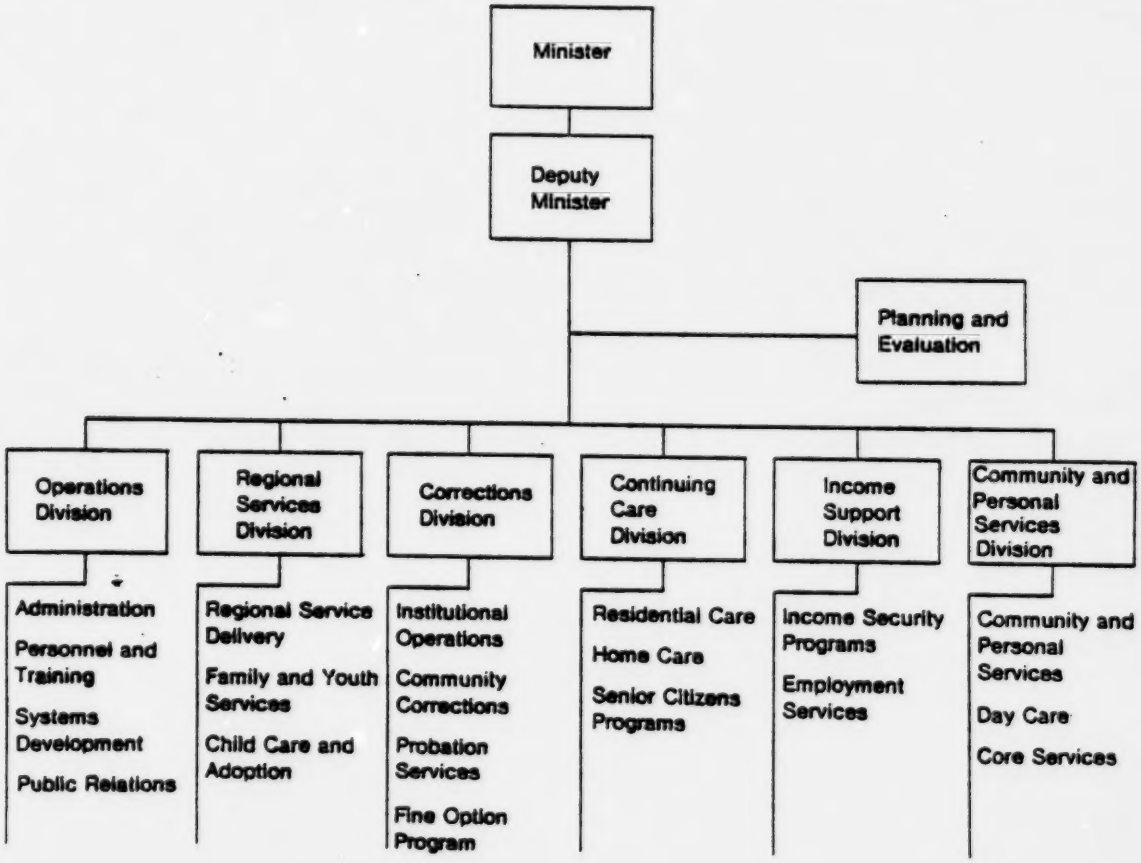
Organizational Charts

Figure 1. Organization of Saskatchewan Health, July, 1981



* Member of *Medical Care Insurance Commission*
** Member of *Regina General Hospital Board and Alcoholism Commission*
*** Member of *Clinical Services Fund, Advisory Board (Chairman), Policy Committee on Information Systems Development (Chairman) and University Hospital Board*
**** Member of *South Saskatchewan Hospital Board of Governors*

Organization outline March, 1981 Saskatchewan Social Services



Appendix C

Search of the Literature

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Appendix C

Search of the Literature

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Search of the Literature

The search of the literature will be oganized into four sections: social, community resources, parental involvement and staff/program support services. Parental involvement will be a subset of community resources and will address literature which discusses parents only.

Subsections will be addressed in the following order which has been organized to loosely parallel the questions [indicated by a ()] in the Saskatchewan School Support Services Section; definitions (1), reasons for such a service (1), essential characteristics of the services (4,5,6), problems to overcome (2)(3), ideas and concerns (2)(3),(5) evaluations of the service (7).

Models from each section will be drawn together for discussion in a subsequent section of this report. To qualify as a model, planning for the following must be included in the description initiation, implementation, incorporation. These criteria are detailed in the opening statements in the Models Section.

Social Support Services

Definition

Miller and Menchinger (1970) address the definition of support services in general and social services in particular. They describe implications, due to change of terms or shift of terms, as far reaching as certification. For example the trend to expand guidance services to pupil

personnel services, implies a broader range of service, of personnel, of role and of clientele. He concludes by suggesting changes that require redefinition of scope and nature in order that the school "meet the school's promise of working for the development of total human beings to the greatest extent possible." p. 303.

Conway (1980) differentiates between the band-aid kind of support and a comprehensive support system to schools which:

> "presumes a broader base of functioning, a more liberal view of curriculum, expertise in areas of special needs, motivation to meet the needs of all students and a total commitment to excellence in education. It is flexible, open to evaluation and research and has a long-range vision for each of its students" p. 381.

These two articles spark definition questions requiring public debate and decision. How comprehensively will social support services be defined in Saskatchewan? How will the definition affect the range and characteristics of social services?

Reasons For the Service

In order to make decisions regarding how comprehensive social support services should be, reasons for such services must be examined. The underlying reason is that needs exist and the assumption that needs are to be met. Thus, there are reasons for service. Whether or not to meet needs is one initial philosophical issue raised in the Introduction. The Saskatchewan range of needs have been reported, the

literature confirms and elaborates upon such needs.

These needs today are complex.

Ontario, Ministry of Education (May, 1981). In Secondary Education Review Project recommends

> "81. That school boards establish close contacts with outside resources and agencies to which schools can turn for help in dealing with issues that demand expert advice"p.2.

because,

> "Other societal changes often heavily involve schools with courts, social service agencies, particularly the Children's Aid Society. Professional responsibilities in these cases need to be carefully defined"p.2.

Miller and Menchinger (1970) quote Johnson, Stefflre and Edelfelt "Yesterday's best is not good enough. Yesterday's best is, in fact, dangerously inadequate" p. 302 because;

> "urgent and complex demands of public education coupled with the increasing needs of our youth and our commitment to serve them, negates the possibility that in the future one individual (can) serve solely on his own"p.302

What are the needs?

Holden (1980) describes the nature of contacts made with parents of pre and early school children which involved attendance patterns. Drake (1981) describes the nature of needs of children of separation and divorce; attention, physical health, assurance all requiring time and energy. He also states:

> "Administrators can help staff members become aware

> of the special needs of such youngsters-- Host teachers have no special training to understand the special problems occasioned by parental separation and divorce" p. 23

Other literature supports this view relative to such needs. Randall (1981), Kaplan (1976), Miles and Ury (1978) describe a program to meet the needs of children whose families were experiencing 7 to 10 differing social problems and were not attending schools often due to circumstances beyond their control. In this project money was actually saved but more important the children were in school and succeeding.

Based on statistic Canada Census, Schlesinger (1977) describes current well defined trends and advises counsellors how to meet needs: If there are no counsellors where do the children go?!

> Single parent children "require more attention, they may need role models; and they may become depressed and feel like fifth wheels when family life is discussed in class. Counsellors may want to discuss with a prospective teenage bride and groom the implications of an early marriage. Counsellors should be sensitive to the tensions and pressures children are exposed to in reconstituted families. There is a natural rapport between the old and the young and we should encourage them to get together in helping relationships. Counsellors need to find a way to help (latch key) children.... poor children, to introduce healthy family life education in our schools, to give vocational directions, to report (child abuse suspicions), to diagnose and alleviate difficulty due to moving" p. 16 to 19.

This perception of needs in the Canadian Family today is supported by Brown (1980), by the Task Force on Mental Health in Saskatchewn (1981) Bradley (1981) Russell (1980),

Moore (1979) National Council of welfare (1975) (1979).

Moore (1977), Korovlev (1977) Goldstein (1981) describe the needs of pregnant adolescents including educational needs so they can complete their schooling, realize their potential and become self sufficient productive members of society.

Hepworth (1978) describes the needs of the native children in Canada resulting from

> "deplorable material conditions and social disintegration both on reserves and in urban areas. It is not simply a question of failings on the part of native parents. The sheer magnitude of the problem of native children in case suggests service structural deficiencies in Canadian Society" p. 38

Do these structures include social support services?

Mauskopf (1981) Maxwell (1980) describes the social support needs of hospitalized children.

Finally Humes (1972) describes how social support services are essential in the system: committed to "mass education" in order "to individualize the education process... to facilitate the maximum development of each pupil"p402

Essential Characteristics

If services are to meet needs what characteristic should they embrace?

Conway (1980) suggests the involvement of a particular team of personnel; 1) administration 2) classroom teacher 3) supportive personnel and 4) students.

The administration provides the support service foundation; characterized by openness, flexibility, communication via inservice and orientation, and feedback, as well as being receptive and facilitating.

The classroom teacher is creative, flexible, has a broad perspective about education, progress and program, has initiative, and is an innovator.

Support personnel are active team members, sensitive, available, able to facilitate resources and flexible.

Students are involved, consulted, aware of resources and for a truly successful service to occur are willing to try.

Miller and Menchinger (1970) describe a social support service as one which uses guidance and human processes around which to build pupil personnel services in order to emphasize the uniqueness of individual by "stimulating the student to self activity (through) facilitating situations... (not imparting information) and searching for truth" p. 302

Problems to Overcome

There are problems to overcome, problems pertinant to the Saskatchewan milieu as well as those with which social supports services in general must overcome to become effective.

Conway (1980) describes the challenges; lack of time, providing quality service to a few children, expenses and financial support for training and resources, the scarcity

of qualified support personnel, and the need for sensitive effective internal communication.

Sidel (1980) describes the characteristics of clientele which could block success and thus must be overcome; negative self concept and loneliness, lack of motivation and goals and social skills. Conway (1980) supports this perception.

In the literature as well as in Saskatchewan and Canada via interviewee responses the most prominent problem to overcome is coordination. Coordination of social support services is addressed in this section. However, coordination of all support services is an overall issue in the literature.

Craig (1981) describes political, fiscal and professional independence of the schools and other government agencies as reasons why fewer handicapped students are now receiving related service. Related services are defined as speech pathology, audiology psychological services, physical and occupational therapy, recreation and counselling. Her remark signals potential problems to avoid in the provision of all services to all students.

> "The intent of the law which is to enhance and expand the availability and provision of necessary services for the handicapped through coordination of all available resources by providing incentives to identify need for and assure the provision of related services, has actually created disincentives for school to identify these student needs" P. 12

The causes for these potential problems must be overcome and can be used as a criteria against which to evaluate the following literature related to coordination.

The causes which inhibit effective coordination of related services by the schools are:

> (a) the political, fiscal, and professional independence of the schools and other governmental agencies; (b) the tradition that each agency serves the needs of its own target populations; (c) the unresolved issue of fiscal responsibility for services provided by nonschool agencies; and (d) the lack of flexibility in the laws or regulations that affect the schools' ability to administer the program effectively. (Craig, 1981, p 12)

Several studies are used in Craig (1981) to support these statements. [Galloway, 1980; Stearns, Greene, & David, 1980,]. She suggests written agreements or direct intervention by legislative bodies in order to address the first cause [(a) above]. Target populations issues (b) must be resolved at a government level incorporating flexibility for schools, Allocation of funds (c) using third part billing is one way to address fiscal responsibility. Finally the cause described in (d) above must be overcome at every level of discussion, development and legislation.

Using a PPS Team Approach (Pupil Personnel Services) Watson (1977) describes a number of factors to consider as personnel from Social Work, Psychology, Guidance, Medical Services and Education focus their attention on children. In summary these factors are; regular meetings the schedules of which are published early in the school year, teams with clearly defined policies, guidelines of operation,

responsibilities and evaluation processes for accountability. Evaluation should result from one set of competency criteria for all descriptions involved. These competancy criteria must be explicit and publicized and include; behavioral objectives and concommitant skills and techniques and their evaluation criteria.

Shookner (1981) defines the characteristics of coordination as comprehensiveness, compatability and cooperation in order to coordinate services, information, policies and programs. Comprehensiveness means all necessary services are available in the system. Compatability means services based on need are in and sequenced. Cooperation refers to good working relationships among personnel. Other considerations in coordination are accurate assessment, professional role descriptions, planning the timing of services, being sensitive to crisis factors, and overcoming obstacles to service.

One particular system to which Shookner refers provides for a local children's services committee to coordinate services and allocate funds.

Swensen (1978) describes a career education program in Nova Scotia known as CHOICES. The development method used was a coordinated team approach between federal and provincial governments based on visibility, viability and accountability.

In Nova Scotia a Metropolitan Mental Health Planning Board is spearheading a multiservice centre for support for

rural/urban children using the concept of a child advocate. Also H.E.S.S. (Health, Education and Social Services) is an interagency multilevel group aimed at coordinating services. The Atlanta Provinces' Special Education Authority is also a coordinating body and includes a concern for support services. C.A.S.E. (Canadian Association of Secondary Education) is also working toward interagency cooperation. In. P.E.I. (Prince Edward Island) Health and Social Services is one government department. There are also attempts in Newfoundland particularly, in regard to attendance, confidentiality and record keeping issues (Registry of Handicapped Children). Alberta has a tradition of interagency liaison, one of the most recent has been in regard to the Healthy Curriculum. Tarry Grieve in Fullan (1982) describes how social supports service are part of the local administrative style. This study comes from British Columbia. In Manitoba, a newly organized department of Child Development and Supports has recently begun coordinating services. In the Northwest Territories and Yukon due to sparsity of population and immense distance, government agencies work closely together often in the same building to provide coordinating services. The problems of staff change, varying priorities and mandates coupled with diverse complex needs challenges the coordination of social support services.

In order to describe problems and strategies Steinberg and Chandler (1976) examine the relationship between a town supported mental health program and a town's public school

system's Pupil Personnel Services. This paper describes those factors which must fit together to avoid overlap and conflict. Role expectations must be clarified including the necessary operational procedures. Differences in theoretical orientation and treatment preferences need clarification and resolution. Personnel characteristics can enrich or destroy relationships thus compatibility is a goal.

The study also provides some suggested strategies; discussion and resolution of differing value systems, broadening their theoretical bases, working together noncompetitively, increasing staff contacts and clearing communication lines.

Finally Sarata (1981) describes still other factors related to improving the coordination of services. He suggests that the factors delaying prompt service are inadequate referral systems, difficulties with scheduling and work flow, conflicting priorities of various services, incomplete information about each other's needs and procedures on how to resource. Further he suggests a number of strategies to improve coordination; contact and visit other workers for knowledge about how a student comes into contact, and how the service is organized thus vicariously experiencing the other's roles. Identify potential obstacles, develop an atmosphere of reciprocity inquiring how you can facilitate cooperation. Meet as a group for discussion only, beginning a networking process during which

"the capabilities of numerous persons and service entities were increased without budget increases"p. 16.

Consistant in the literature is a concern about providing time to attend to social support needs in the classroom or to facilitate the services from the various social support sources STF (1981) describes the facilitating role of a teacher.

Conway (1980) describes the kinds of time needed to facilitate support services. A related issue deals with class size. Ryan (1975) provides an extensve search of the literature commenting that "the use of educational resources within schools and classrooms is simply not available"p. 188

In Young (1981) teacher time on task was the only significant variable tested effecting student performance. To focus on tasks, planning and time to plan must occur.

McCabe, McCabe and Prentice (1982) summarize the literature relating to learning, including time and class size. Their conclusions are that "teachers need to use the potential of small class situations"p. 26 if effect is to be realized. They quote Kash and Borick's (1982) summary of research including time. The kind of time which students spent in an effective learning experience requires thorough and careful planning and preparation. Teacher support is critical in providing for this partnership. In this way time and class size can be viewed as a social support service ultimatly for children's benefit.

These two issues and their relationship to stress coping strategies (Chandler, 1981) may have implications in

regard to problems to overcome in the provision of social support services.

In Saskatchewan services to rural children present many factors and potential problems to overcome. Rural populations across Canada provide the same challenge. These factors are small multigraded classrooms, exceptional children few in number but widely diverse in need, long distances between home, school and service; service centre and service personnel and inconsistency in services available from the various agencies. Added to these factors are perhaps differences in values. (Lawson and Slaughter, 1977).

Hobbs (1981) suggests shared services to reduce the cost of supports but also challenges the 80's to provide access to the broad range of educational services. Other studies supporting this view are Abramowitz (1979), Bishop (1979) and Dembrowski (1980).

Evans (1981) addresses the needs of the poor be they rural or urban students. He suggests a "general common curriculum for accountability -- including a variety of local options to develop specific subunits"p.241. He reminds policymakers that "equal access must also (include) equal opportunity to participate in the competition for status and rewards offered by society"p.241. Therfore, he argues against a single formal system of education in the rural areas. Support services will be a factor in the system.

Wachtel and Powers (1979) describe in detail, descriptions of responses to declining enrollments in two rural districts in Iowa.

Relative to the small school issue, in an ERIC Research Action Brief Number 20 (1981) reports "on the whole, then it can be persuasively argued that more students participate more fully in a range of school activities in a smaller school. This increased participation may well be a better indicator of school quality than sheer number of curricular and cocurricular offerings" p.3. This literature offers a point of view related to the quality of services which perhaps can be offered to a few children. The increased personal contact and communication which results in student participation may provide a better quality of service to handicapped as well as 'regular' students. The small schools may wish to protect their unique positive qualities which may compensate for supposed deficits.

The concern of some interviewees about the number of children in rural areas eligible for the Shared Service grants is echoed by Hearn (1981). Additional ideas for rural support services are included in the following;

> Effects of Federal education policy on rural and small school include inequities and neglect. Funding formulas based on concentrations of targeted pupils and average cost per pupil appear to deprive small and rural local education agencies (LEA) of a fair share of Federal education monies. Selection criteria such as density and Education Division of key personnel, time-committed-to-the-job, budget-and-cost-effectiveness, evaluation) penalize small and rural LEAs. Other regulatory and administrative practices that complicate, impede, and discourage small and rural LEA

> participation in provisions; matching requirements; paperwork burdens; a propensity to favor large over small grants; and difficulties in obtaining technical assistance and information about Federal programs. Suggestions for a rural initiative include: analysis of formula and criterion effects on rural and small LEAs, rural "set-asides," direct rural communication, paperwork burden reduction, technical assistance participation, improving the data base, identifying and validating successful rural practices, and legislation to compensate for extra costs necessary to assure quality of (Hearn, 1981, ERIC Abstract - ED20 7769)

Finding a local balance between the tension of decentralization for personal commitment, input and integration with centralization for extensive support services over distances summarizes the recent trend in a search for coordinating support services in rural areas.

Ideas and Concerns

In discussing ideas and concerns which relate to questions 2 & 3, each service within the social support services' operational definitions will be addressed individually.

Erpenbach (1978) edits Guidelines for Pupil Services which address many facets of guidance support services. He summarizes the trends in guidance.

> The message for counseling and guidance in the 1980's seems quite clear-- it is time to settle on selected, stated, achievable primary and secondary goals. The primary goals will be those which reflect unique local needs and which we can and need to deliver directly and for which will be willing to be held accountable. The secondary ones will be principally those we will rely on others-- students, teachers, parents, administrators, community agencies and resources-- for assistance in attainment and for which we will also be willing to be held accountable because they are part of an

organized plan for counseling and guidance. All of this will help substantially to get our house in order so that we may receive greater support through demonstration of the importance of our profession and assurance that we are carrying it out efficiently and effectively in response to identified pupil needs. It can be accomplished without extensive, overly detailed, etc., efforts--and, in fact, should be done in a common sense approach but must involve assessment of student, faculty and community needs and must involve representation of all of the counselor's publics in goal identification and program planning. (p. 1).

Within Guidelines, Edwin Herr (1978) says,

"Even so, the inescapable conclusion from the existing research base is that guidance and counseling does make a significant difference in educational achievement, in self-confidence, in knowledge of opportunities, in gaining access to employment, in reducing crime and juvenile delinquency and in facilitating racial integration. Several national studies have shown quite clearly that guidance and counseling continue to be cited as a need or a demand by populations served by correctional institutions, schools and colleges, and diverse community agencies.

On the basis of the above summary observations as well as the philosophical and empirical perspectives comprising this paper, it seems eminently fair to suggest that the attainment of national educational objectives is unlikely without the increased availability of high quality programs of guidance and counseling. Indeed, it is apparent that most national educational objectives are either completely comprised of the types of knowledge (e.g., self and career awareness), attitudes (e.g., personal commitment to work and educational values) and skill (e.g., decision-making) which guidance and counseling processes clearly facilitate or such knowledge, attitudes, and skills are the mediators of other behaviors (e.g., educational achievement, work adjustment). Therefore, guidance and counseling processes and the practitioners of these processes must be more clearly seen within national education policy and administrative structures for what they are: major social instruments capable of improving the quality of life for many persons, stimulating life-long learning, facilitating human development, and rehabilitating those on the margin of American educational and occupational opportunities. p.78

Stark and Crager (1978) summarize an elementary school guidance program;

> The success of this guidance and counseling program-- Elementary School Developmental Guidance: A Curriculum For Every Child-- and its continued success in the next few years depends on developing a real understanding of its basic concepts, its developmental nature, the processing skills needed, ownership of responsibility, fusion, and dealing with the whole person. The entire staff-- administrators, counselors, and teachers-- need to have processed the concepts and integrated them in their own individual experessions of their profession as educators, assisting all students to grow to their fullest potential as persons. We must all nurture one another so we can give and share with all our students the something special we are as a person. p. 84.

Koeck and Roenneburg (1978) describe a media production guidance project aimed at the development of self-concept.

Amundson (1981) describes step by step methods in order to counsel the reluctant secondary school student.

Wylie, (1981) voices concerns about the quality of guidance resources, purposes trained social workers and child care workers or child care teachers along with

> "programs which are contracted from other services which have more potential for success. One might say they are less likely to become focussed on servicing a conservative institution and retain a greater chance of remaining attentive to the changing needs of the student population" p. 42

Paton, (1981) suggests that the guidance workers tap the following potential resources; parents, family doctors, school (area) psychologists, school social worker, psychiatric outpatient clinic, community family counseling

agencies. Other services requested from counsellors are financial counselling, drug counselling requiring further community resources.

Millard, (1981) describes the counsellors' role as: interpreter to agencies, negotiator for service, advocate for all entitlement, advisor about appropriate resources and educator about effective utilization resources and surrogate parent.

Kelly (1978) describes the guidance counsellor/student ratios in P.E.I. as 1:585. The goal is 1:300 as recommended in a 1971 document to the Advisory Committee on Comprehensive Secondary School Curriculum and Organization. Two other goals; adequate facilities and a director of guidance department appointment have been reached. The fourth goal-- "a workable-- non abstract philosophy" p. 47 has been established. In conjunction with this process several documents describing approaches have been produced; The Role and Function of Guidance Counsellors in Elementary, Junior High and Senior High Schools in Prince Edward Island (PEI), (1977) Peer Education on Alcohol (1975), A Style for Every Child (1979).

Bingham (1980) describes skill strategies which helping professionals can offer teachers, so they can make use of the resources provided as supports to the schools. Guidance counsellors have a role in offering these opportunities.

Campbell-Thrane (1979) provides many ideas related to strategies of access to support services for special

students among them Native, English as Second Language, inmates of correctional institutions, minority groups, gifted/talented and handicapped students.

Moore (1976) describes a 10 year evaluation of program aimed toward disadvantaged pupils. In this program funding for supports services have decreased but community and parental involvement have been consistently encouraged and supported.

Clancy (1978) described a summer guidance intervention program for delinquent, disadvantaged youth of whom 48% were successful according to the criteria.

Other career and personal guidance ideas and concerns are listed in the STF (1981) Ad Hoc Committee on Curriculum and Rural Education for Saskatchewan.

1. Personal, social and career development will not happen incidentally in an already full program, and therefore steps need to be taken to develop specific materials in these areas. (Note: Saskatchewan does have a K-12 Career Education program, but we question whether it is being used as the vehicle to help develop these needs.)

2. Teacher pre- and inservice training needs to accommodate the development of competence in the area of personal development in its broadest definition.

Toward an expansion of health services, Gilman et al (1979) and Silver (1981) describe the role flexibility necessary to meet the needs of the school population. There is evidence that nurses spend time counseling and as a home liaison. In addition, Silver identified concerns to overcome, about children who are again caught between family, professional, educational conflicts related to

rights, territory and personnel. Other questions related to outreach, professional resources, health education and school/nurse training are raised. He concluded:

> "The United States can provide an integrated and coordinated program of school health within a comprehensive system of preventive services. The conditions needed are decentralized directions and funding, cooperative public and private responsibility administration by pediatric nurse practitioners."p.161

Y-A Hotline, Amey (1982) is another approach to communication of health concepts, it is 'an alert to matters concerning young adults' and is produced and published by the participants in the Young Adult Literature and Media Interests Course at the School of Library Service, Dalhousie University Halifax, Nova Scotia, Canada.

Russell (1980) in Saskatchewan Health for Children and Youth describes the school health program composed of school health, school health education and healthful school living, using the Community Health Services Department, a School Health Secretariat, regional child and youth health committees and school health counsellors/nurses. It is essentially school-based where the responsibility "for health surveillance and screening, referral liaison and coordination" p.13 are invested.

Further "Health Is It!" a youth conference is aimed at "providing youth with skills in coping with peer pressure and with methods of positively influencing peers when promoting health and health related issues." p.1 Peer pressure was identified at a conference youth in 1981. The

2 day conference is held in a 'retreat like' location for students preferably selected by other students who are or will be Student Health Representatives in their Student Councils. (Dlouhy, 1982)

In other parts of Canada programs referred to under guidance services also involve health services. There are liaisons of varying depths between provincial departments and Health and Welfare Canada.

Maher (1980) describes guideline ideas related to psychological services:

> A school psychology service delivery system (hereafter also referred to as System) can be viewed as an open, social system which possesses a definable structure and which functions in a particular manner (Bredo & Bredo, 1975; J. Miller, 1972). In terms of structure, a System has boundaries that filter the kind and rate of interactions the System has with its external environment (e.g., pupils, teachers, instructional systems). System function is characterized by (a) input in terms of psychologists, clients, materials, and constraints; (b) throughput, which involves the delivery of assessment, intervention, evaluation, and consultation services; (c) output, consisting of products delivered such as the amount of services rendered to various client types (d) outcome, which denotes change in client behavior, motivation, or attitude; and (e) feedback, whereby information is received by the System for modification of its functioning. p. 204

Senft and Snider (1980) provide ideas.

Summary: A one- page questionnaire was sent to 400 elementary school principals nationwide to assess their opinions regarding services of the school psychologist. These elementary school principals indicated that the school psychologist was found to be most helpful when providing the traditional services of psychological testing, personality and emotional assessment, consultation, and screening.

> Changes in school psychological services desired by the elementary school principals were more time from the school psychologist and an increase in individual and group counseling, preventive mental health, and inservice training. If elementary principal opinion is to be regarded, gross alterations to existing services of the school psychologist are not indicated by the results of this study. p. 276.

In regard to social work services, Costin (1978) gives a comprehensive history and rationale for standards for practice. The guidelines contain ideas for the development of coordination and program implementation. Gander (1980) provides an update regarding the incorporation of these principles.

To Blum (1975) preventative support services involve school based social worker-counselor and provides the following benefits:

> The benefits of a preventative school social work program can sometimes be measured in terms of dollars and cents, sometimes in terms of statistics, more often in terms of that highly recognized measuring device, teacher observation and judgment (parent and student also). The following benefits have emerged as the most important when this combination of yardsticks is applied:
>
> -Kindergarteners are more ready for school and children at the elementary level are appropriately placed.
>
> -Early attention to the mental health needs of the entire student body and staff, by the social worker-counselor as well as all other personnel, has made for an observable "good" atmosphere of respect and caring.
>
> -Early remedial one-to-one intervention has permitted the primary child to obtain the necessary basic foundation in his own way, with accommodation for his individual learning strengths and weaknesses.
>
> -The availability of supportive services has enabled a sizeable number of handicapped children to be maintained in the regular classroom, rather

than be assigned to special education classes. Not only is this desirable from an emotional and social viewpoint, but from an economic one as well.

-Parents are helped early in the child's school career to understand, accept and deal with his emotional, social, academic or physical characteristics. This understanding may avoid years of search and frustration on their part.

-The social worker-counselor is in residence at each school, always available. Students are becoming acquainted with the role of the worker as well as those of other members of the helping professions to whom they might turn with trust should the need arise in their later lives. p. 101.

Finally, in regard to attendance services the following ideas and concerns are found in the literature. In the past 100 years more available schooling does not affect the attending advantage of the poor says Katz (1972) in a Canadian study. Krause (1982) provides information concerning a personal casework approach in Melfort, Saskatchewan.

In order to reduce student absenteeism policies must be: specific representing wide base input, publicized and immediately enforced. (Bartlett et al., 1978) and Robins and Ratcliff (1978) request early intervention in grade one. Fotinos (1975) provides examples.

Bolds (1977) describes a student aide program of assistance in the attendance office. Reynolds (1977) describes a buddy system. Brimm (1978) looks toward school/work programs for chronically absent students, as well as small self classes, special events for days when absenteeism is known to be high, and special credit for art and school involvements. De Leonibus (1978) describes grade bonus incentive program and a parent/school communication

project.

EDUCATIONAL RESEARCH SERVICES (1977) outlines a number of programs including weekly problem-solving groups and attendance contracting enabling mature student to work independently and not attend class.

Fiordaliso et al (1977) raises concerns about special attention programs designed to reduce absenteeism.

Grala & McCauley (1976) found attendance improved most if students were approached offering optimistic appeal and supportive construction and last when given threat appeal or optimistic appeal only. Optimistic appeal is defined as talks on present and future benefits of attending school regularly. Supportive instruction included counseling in school problems, acting as advocate, tutor and providing a homework facility.

Johnson (1976) describes interagency cooperation.

Finally (Wright) 1978 provides food for thought. He suggests that large urban schools with older staffs, less freedom and choice, year long classes and few music and physical education courses had poorer attendance.

Evaluations

Finally the literature addresses the evaluation methods and results of social support services. Healy (1970) reports:

> The paper is addressed to the problem of how to accomplish evaluation of Pupil Personnel Services (PPS) and its product, i.e. youth. It distinguishes between direct and indirect

evaluation of the product and the process. Aspects of PPS which make evaluation difficult, but not impossible are noted: (1) the provisional approached; (2) the product is a dynamic developing person and control and observation are properly limited; and (3) goals are difficult to operationalize. A 10-step evaluation paradigm which can be followed by PPS professionals is described and applied, by way of illustration, to a dropout prevention program. (TL)

This 10 step process will be adapted and used in a subsequent Indicatiors section in order to identify how support services can enhance curriculum and instruction.

Aspects of Maher's (1980) paper outlining a School Board Special Service Delivery System will also be adapted and used in the Framework Section. However as a part of this section it is important to note the evaluation system and strategies were field tested. This system delivers services through the interaction of human, technological, informational and financial resources organized into a structure which involves needs assessment, program design and program evaluation. All above four aspects of the system are evaluated including its structure. Information is received from responses to specific questions for each aspect among the variety of methods proposed are review, of written documents, interviews, questionnaires, (re discrepancies in perceptions), appropriate instruments and direct observation.

Zdrale (1979) focuses on the team functioning of a group of support service personnel. Specifically the 40 item checklist for discussion includes statements to respond to around defined concepts of communication, coordination,

cooperation and cohesiveness. Informally, Zdrale's checklist could act as a catalyst for discussion.

Finally Maryneck (1981) provides "Thoughts on Effect Use of Support Services". He suggests resources with who, what, how information be identified for each school building upon the assets. He also suggests that key personnel due to role or personal traits be identified. His rule of thumb re confidentiality is "I believe I'm not breaking a confidence if I share perceptions or judgments focused on perceptions" p. 24 with people who need to know with client permission gently sought.

The preceding literature has focused upon services individually within the social support service. The following literature addresses the social support services as a whole.

Levine (1982) admonishes education planners and decision makers in the 80's to shape urban education by "relating their activities to other facets of larger urban problems within a framework of overall urban problem solving" p. 522.

Marchand (1982) describes just how the Toronto Board of Education relates school, urban education and urban problems through a variety of personal flexible school based programs using community liaison workers, special education workers and child care workers.

Student Service Departments (Board of Education, Regina, 1979) provincial Special Services Departments [for

example in the NorthWest Territories (1979)] are a sample of how, many centres organize all social support services for all children.

Finally Murphy (1981). Miller et al (1982) Moore (1976) all describe how education personnel can prepare themselves based on their own individual needs to become a part of the social support service personnel.

Community Resources

Support Services

In this section literature which addresses community resources and includes parents will be addressed. The literature dealing with parents only, will be discussed in the next subsection.

Community Resource Support Services can be organized around four activities involving input in policy, program planning, procedures, involving the provision of resources, involving regular volunteer participation and involving specialized kinds of paticipation as involvement.

As in the previous section, these activities will be included within the framework of questions indicated by number () from the Saskatchewan School Support Services Sections around these subsections; definition (1), reasons for such services (1) essential characteristics of such services (4) (5)(6), problems to overcome (2) (3) ideas and concerns (2)(3)(5) evaluation (7).

Traditionally, the community and parents were the

school. Cooperative communal efforts initiated, organized and administered schools early in Saskatchewan.

Until recently community and parental involvement has become less direct, delegating decision-making input to boards of education and professional educators, by voting and only sporadic participation in schools.

There is a renewed interest in community and parental involvement in schools for a variety of reasons; school effectiveness, school costs, economic restraint, flexible lifestyles, and concern about family/community life.

Definitions

Community Resources as a support to the schools embodies many concepts and dynamics and is a part of a larger concept. Dunham (1962), Minzey (1972), Hickey and Burton (1974), Seay (1977), Bass (1973).

The larger concept is identified as Community Development defined as providing for the needs of all groups of people within rather fluid parameters known as a community.

Some of the needs of all groups within these communities are educational. Thus the term community education is a subset of community development. This education isn't necessarily limited to in-school activities for school age children. Thus a further delimiting concept is community school education.

Resources is one component community school education. These resources may be human or non-human, sometimes in the

form of audio visual materials. Resources can also be viewed as instructional and/or educational and/or professional. Resources can be provided by the community or to the community. Thus it is important to clarify exactly the nature of the definition of these terms in the literature.

Finally there is a difference between community resources as a support service to the school and community school resources. The latter implies an organization of concepts including notions about community resources to the schools.

In this report the community school is addressed as one way in which resources can be organized to provide support service to schools. It is recognized that other ways of participating in community resource services also support the school.

Minzey (1974) supports this concept.

Alden (1980) defines citizen participation as a resource in order to tap sources within the community, to provide feedback and act as a source of new approaches, to insure input and to reaffirm schooling democracy. He views participation as assisting with teacher accountability, with decision making and with community control.

Reasons for the Service

Following are reasons for using community resources as support services for the school. Again, the reasons are based primarilly on needs. The decision whether to meet

needs or have an education system on other tenets is an issue for public debate.

This report assumes that needs are to be met and that all needs affecting children's education are to be addressed. Public debate and decisions determine the extent and kinds of needs to meet, realizing the consequences; for example in terms of financial commitment.

Kerensky (1981) describes 10 reasons for community education and since community resource support services are a part of the large concept, they are applicable.

> In reality, community education, rather than being a frill, should be addressing problems that are at the very core of the concerns of school and community. It is not and should not be considered a luxury that only wealthy school districts can afford. Stated very simply, it is a philosophy that envisions:
>
> 1. Meaningful adaptation to a changing society.
> 2. Community involvement in decision-making.
> 3. Maximum utilization of community resources.
> 4. Maintaining, improving, and in some cases creating a sense of community which serves as the foundation upon which schools are based.
> 5. Efforts that lead to means of avoiding and discouraging unnecessary duplication.
> 6. Creation of exciting new forces and forms through the consolidation of existing forces and forms. (This is the application of the concept of synergy to the human potential and community development movement.)
> 7. Efforts that provide a sense of belonging and recognition through its open door policy to all age groups.
> 8. Creation of a climate that encourages participation in the use of underutilized public resources.
> 9. Renewal of commitment that mobilizes local resources to fight crime, drug abuse, disorganization and apathy, and other community problems.
> 10. Creation of broad citizen-based evaluation procedures. p. 12

J. Williams (1975) lists eight reasons for using community resources; for inquiry and exploration, to provide experiences to bridge school/world work place, for motivation for a wide range of experiences to enhance other resource materials and to build respect for excellence everywhere.

Fantini (1975) considers how changing conditions have effected the goals of education so they are responding to a diverse public and their demands. These demands include;

> "equalizing opportunities for all children, maximizing the potential of each learner emphasizing the 3 R's and discipline, preparing everyone for full participation in a free and open society, equipping each person with intellectual and emotional tools to survive in a post-industrial environment including a humane value framework--- moving from a school to an educational system---" p.10.
> The "school system was never designed to educate everyone, to respond to diversity or to renew society".
> The strain caused due to the transition to "meet the challenge of universal education for a pluralistic society" p. 10 needs reform.

This "reform is toward linking and integrating the school with other educational environments" involving public participation and acceptance and the leadership of educators. Phase I is to expand the framework of public institutions (support services).

Alden (1980) describes other reasons for community involvement:

> But now we have two contradictory forces at work: budget reduction and mandated services for more and more special populations-- handicapped children,

> Indians, bilingual students, to mention a few. While on the one hand we are being asked to reduce the cost growth curve, more services are justifiably needed. p. 13

Thomas (1978) describes the recruitment of parents in a successful effort to improve discipline and the school climate.

Kirst (1982) in an article "How to Improve Schools Without Spending More Money" suggests "school/community advisory councils at relatively low cost" to "seek out programs that foster cooperation between government and industry through matching funds". p. 8.

Minzely (1972) describes three reasons for community involvement as a support: to foster a much needed esprit de corp an alienated society and to discharge their present responsibilities more effectively providing an expanded, relevant "equal" education and to provice communicative coordinated resources to attack social problems at the local level.

Hetrick (1976) views community involvement as a chance for citizens to become reinvolved in governance as a support service to schools.

In the conclusion of a panel (Gephart et al, 1981) PDK: Practical Applications of Research, Newsletter, 1981, this view is expressed:

> Schools cannot ignore the fact that approximately four out of five voters are without school-age children. Parents and citizens both have rights and responsibilities with respect to the education of children. Unless educators extend themselves to foster community involvement, that portion of the

> population with no direct vested interest in the well-being of the local school system will vote against it on election day. p. 3

Finally Bowles (1980) summarizes the effect of community involvement on student achievement. It appears the indirect value is to provide for problem focussed school/home attention, communication and as a vehicle for the presence of parents in the school.

Essential Characteristics

The essential components of community resource support services are discussed from the viewpoint of community involvement and community schools.

Using a limited definition of the concept of resources Reed (1981) reports:

> Factors encouraging teacher use of community resources were identified.
> A. Administrative practices: 1. A favorable administrative attitude of actively encouraging the use of community resources. 2. Making school buses or other transportation available for the field trip. 3. Conducting staff meetings for discussing and sharing community resources, plans, and values. 4. Policy of teacher freedom in selection and use of community resources. 5. The budgeting of funds specifically for community resource use.
> B. Factors identified as encouraging use of resource persons: 1. The successful experience in using a resource person. 2. Favorable pupil reaction to the experience of hearing a resource person-- as evidenced by appreciation, enthusiasm, interest, and inspiration. 3. The resource person's favorable reaction-- interest, enthusiasm, and willingness to co-operate.
> C. Factors identified as encouraging use of the field trip: 1. Successful use of the field trip. 2. Favorable pupil reaction to the field trip experience. 3. Evidence of gain in pupil's knowledge. 4. Good presentation by the host. 5. Favorable reaction by the host.

Factors discouraging teacher use of community resources were also identified.

A. Administrative practices: 1. Limiting the number of buses available for field trips. 2. Limiting funds available for resource use. 3. Lack of an organized, functioning, districtwide program for community resource use. 4. A too-rigid bus schedule.

B. Factors identified as discouraging use of resource persons: 1. Resource person's presentation was not on the child's level. 2. Resource person's presentation was unacceptable because of poor grammar, poor vocabulary, and/or poor materials.

C. Factors identified as discouraging use of the field trip: 1. Difficulty in obtaining and scheduling transportation. 2. Groups too large for a given field trip. 3. Unsatisfactory field trip experience.

Muhlenbruch (1978) reports that community involvement in a broader respect is a two way arrangement requiring "mutual trust, understanding of one's needs, honesty, respect and a sincere desire to work cooperatively, all of which need to be cultivated by every possible means" p. 14

Moyer (1982) describes four essential characteristics for effective community involvement:

> (1) readiness to accept, credit and use community resources; (2) successful recruitment of community volunteers; (3) assignment of specific objectives, responsibilities and tasks to each volunteer; and (4) orientation and training necessary for community members to perform their assignments adequately. p. 285

Pacheco (1978) provides an example of identifying competency standards through such a school-community cooperation. A series of meetings used a relatively simple procedure with clearly defined tasks.

Sikula (1981) says:

> More and more school administrators are realizing that the shielding of educational and sociological issues that confront the schools out of fear of public reaction is a mistake. It is far more productive to keep the public informed, accept community input, and avoid the misconceptions and accusations which arise from a concerned but ill-informed school community. p. 55.

Using an internal/external communications theory an implementation procedure assigns personnel with responsibilities and tasks. He summarizes the major points of consideration in the facets of a community relations program:

> Avoid developing community relation activities solely from the perspective of keeping the public informed as opposed to activities.
>
> Develop a comprehensive community relations program which enlists support from all segments of the community.
>
> Encourage citizen participation and utilize at three distinct levels: a) collecting ad assembling information; b) classifying and interpreting; and c) making judgements and recommendations.
>
> Research and survey the district to develop community profiles which help ensure a community-relations program adaptive to the often changing needs of the local communities.
>
> Provide an evaluative mechanism to assess the merits of the on-going public relations program.

The Ontario Ministry of Education (1979) in a Provincial Review Report of Community Schools commands the following recommendations in the development of successful community involvement and schools:

1. That the Ministry of Education consolidate its community school policies.

2. That the Ministry of Education develop and distribute a community school guideline to assist school boards in the planning and operation of community schools.
3. That the Ministry of Education clarify its expectations of principals with respect to the community school concept in Section 230 (Duties of Principals) of the Education Act and in Regulation 704.
4. That school boards clarify their expectations, goals, and objectives with regard to the development and implementation of the community school concept.
5. That school boards, either on their own or in co-operation with Ministry personnel, undertake a complete review of their community school policies, practices, and procedures.
6. That school boards provide their staffs with in-service training with regard to various aspects of the community school concept in a more planned and systematic way than is currently the case.
7. That the Ministry of Education establish a formal professional development process for the upgrading and certification of community school personnel.
8. That the faculties of education provide full courses on the community school concept at the B.Ed. and M.Ed. levels.
9. That the Ministry of Education encourage school boards, through some permanent funding formula, to hire full-time community school peersonnel who would assist school boards:
   a) to develop the parameters and processes for improving school community communications;
   b) to develop the role and function of the community school advisory committee;
   c) with the planning and preparation for the involvement of the community in the curriculum process;
   d) to co-ordinate the training process for volunteers and develop a supportive volunteer program;
   e) with the identification and use of community resources;
   f) to improve their co-ordination with community agencies and institutions;
   g) with the professional development of teaching staffs and school support staffs towards understanding and implementing the community school concept. p. 14.

Northwest Community Education Development Center

(NCEDC), Eugene Oregon has prepared many print materials describing facets of community development, community education, community school education and community resource support services. Characteristics from a 1976 bulletin list 8 minimum elements; school involvement, defined community boundaries, a public facility as a community center, provide activities and services, serve community needs, provide community resources and interagency cooperative arrangements, serve all age groups, and provide for active continuous involvement.

Ringers (1974) reports these essential characteristics; top level commitment, a clear written understanding of goals and objectives, easy channels for two way oral communication, 'why not' attitude toward providing services, and periodic reassessment. Another NWCEDC, 1974 fact sheet, quotes Kelly (1974).

> "The following ten (10) factors related to successful Community Education development were identified by Directors of Centers for Community Education and local school systems involved in implementing Community Education.
>
> 1. Understanding and support of the Community Education concept by the school administrators, including the superintendent.
> 2. A Board of Education resolution indicating understanding of and commitment to the Community Education Concept.
> 3. A significant segment of the community, including the power structure of the community and school system, exposed to the Community Education Concept.
> 4. Dollar support from the public school system's regular school budget committed to the Community Education program.
> 5. One or more trained Community Educators employed by the school system.
> 6. An identifiable structure assuring

representative participation in the operation of the Community Education program.

7. School faculty support of the Community Education Concept.
8. School system encouragement of cooperation with other agencies including use of school buildings.
9. Regular participation in training programs and workshops by those specifically involved in the Community Education program.
10. Establishment of a means of performance assessment and evaluation.

Oregon, (Kiigemazi et al., 1981), provides the only American endorsement criteria for community school coordinators which is heavily weighted toward demonstrated competancies and manageable by a volunteer review committee. A six page profile summary evaluation from two reference are reviewed by a selected committee for approval. Six categories of competence are evaluated for knowledge, skills and abilities.

The University of Oregon offers course work in order to specialize at the undergraduate and master level in community education, (NCEDC, 1981). A rather unique Community Education Mobile Training Institute offers intensive 1 week training beginning and specializing workshops for 3 credit hours. In 1982-83 these will be held for Alaska to South Carolina (NCEDC-- Santellanes, 1982).

Other characteristics of community resource support services involve the development process. Two articles address the essential component of such a process Stevens and Pennington, (1973) and NCEDC (1972). In summary these procedures show the variety of ways in which community resources can be organized as a school support, however in

each of them there are local, well planned goals, tasks and procedures be they in a stimulation exercise or 14 steps.

Finally Ornstein (1980) reports that decentralization is on the increase to accommodate school/community relations and local school input.

A number of articles in the literature refer to essential characteristics of personnel involved in the provision of community resources as support services. Estes (1974) describes the role of the superintendent using the concepts of integrity, accountability and decentralization. Nance (1977), Ellis and Sperling (1973), Cox (1974) describe the essential characteristics of community school leaders and community advisory councils; Finally NCEDC provides bulletins of ideas, characteristics, procedures and suggestions related to every phase of community education e.g. needs survey questions, budget planning, roles, rural needs, facilities providing criteria in each area.

Problems to Overcome

As in any area of educational concern these are problems to overcome, precautions to take in order to avoid particular consequences and distinct features of the district or the program itself which must be considered.

In the following paragraphs the literature related to the above factors in considered; the fears associated with community resource support services, the policy concerns, cultural concerns, rural features and related considerations and the community resources as they relate to dropouts and

migrant students.

Kerensky (1981) clarifies ten 'myths' about community education and some of them are appropriate within the context of this report.

> MYTH SIX. A community can have an effective, viable community school program without local community involvement.
>
> This is an impossible dream. There may be a good extended-day program, with all sorts of activities going on in and around the school, but the absence of an open, effective method for cit zen participation in problem solving cuts out the very heart of a community school.
>
> Some community schools have extensive adult education programs, others do not. Some have activities and nutritional programs for senior citizens, others do not. These variations give each community school a freshness and a special profile. However, the differences cannot be a result of administrative whim or fiat. The superintendent, principal, or community school coordinator cannot individually or collectively make these decisions. The differences must reflect a democratic process in the school-community if there is to be a community school. Furthermore, assessments of effectiveness and viability must involve the clients. Reports on effectiveness from administrators to other administrators are simply no longer valid.
>
> MYTH SEVEN. Citizen involvement will bring a fragmentation of purpose and disorder to American public education. Sharing the decision-making process with local citizens is a serious threat to professional educators and to high academic standards.
>
> This myth stems from a widely held point of view that sees educational decision-making as the prerogative of certain segments of the population, primarily certified professionals.
>
> Historically, problems in our society have stemmed more from a lack of openness than from too much democracy. At least three major population groups converge at the schoolhouse door-- citizens, professional educators, and the students. The

common interest of community is not well served if any one of these groups, or any other single group, seizes the decision-making process. The community interest is best served by a procedure that insures open, honest dialogue by all facets of a community. To the dismay of some, this means including the unschooled. In every community there are many people who are well educated and wise but who have little or no schooling. There are also those who are very schooled-- and who hold certificates to prove it-- yet are not educated or wise. The participation of a total community, the possessed and the dispossessed, the rich and the poor, the schooled and the unschooled-- including those with "street sense"-- is esential to sound community school decsion-making. In short, individuals or groups will accept change if they feel they were involved in it; they will welcome change if they feel they have initiated it.

For too long the public has been closed out of its schools. Much of the disarray and muddle that characterize American public education are due to limited vision on the part of a narrow segment of the population that has seized governance of the school. Community education attempts to restore an equilibrium between the various elements that should share in that governance.

Forces for change have historically come from outside the institution. It is ironic that community pressure for school change should be perceived in many school circles as an outside force. This is a sociological absurdity.

Muhlenbruch (1979) describes fears:

School administrators and teaching staffs have not always been known for their willingness to become involved with the community except on a very minimal basis. From the viewpoint of the administrator there are always questions as to whether people will be too critical, whether they will cause additional work for the custodial staff when they use the building, and whether they will attempt to promote ideas which are pedagogically unsound. From the viewpoint of the teaching staff there are questions as to whether parents have the background to communicate with professionally trained educators, whether their efforts at home might be counter-productive to what is being done at school, whether people with no professional training might eventually usurp some of the functions of teachers and whether there is really a valid reason for school and community to work

> together. From the viewpoint of the community, there are the questions as to whether nonprofessionally trained people actually have anything to offer the school, whether the school is the "jungle" that the media sometimes depicts it to be and whether an offer to help will be welcomed or rejected. A school can be a very foreboding place, especially for people who had problems when they were students or now have children whose school performance is considered below average.
>
> It needs to be remembered that such concerns on the part of administrator, teacher or member of the community are genuine, based on past experience and available information. It should also be remembered that people think and act on the basis of their personal needs and perceptions. So school-community relationships do not come about on their own. They have to be initiated and nurtured by people who care. p. 15.

He also continues in the article to describe the kinds of skills to be developed by school personnel and community workers in order to become comfortable reaping the benefits of community involvement.

Christian (1979) describes 5 areas for precaution and consideration; the importance of the personal traits of the community workers, the necessary input from those to be serviced, adequate training in interpersonal relationships skills and the ways of the schools, etc. the importance of work energy, empathy and rapport with the community.

Finally J. Williams (1979) offers 10 precautions to take in order to insure successful training workshops. Such hints would be invaluable in preparation for education inservices and community personnel training. McDaniel (1982) offers a summary of research related to principal leadership traits, indicating another consideration as the school becomes involved with the community resources.

Addressing policy concerns Defoe (1981) offers several ideas for consideration relative to the issue of private and public schools. He suggests that examining the reasons for the trend toward private school acts as a catalyst for change which provides like qualities in the public schools. "They could permit school facilities and parent associations very wide latitude in running the programs, the school itself" p. 19.

Duea (1982) reports information affecting policy:

> Our findings indicate that school officials and the lay public hold disparate views on some aspects of U.S. public education. For example, the lay public tends to see those school issues that have been widely covered by the mass media-- lack of discipline, students' use of drugs, poor curriculum/low standards, financial problems, and racial integration-- as the major problems facing public schools today. By contrast, school officials tend to identify major problems from the perspective of school operations. Financial concerns, enrollment declines, governmental interference, requirements for the education of the handicapped, and public relations are their top five concerns.
>
> School officials' concern with public relations may bode well for U.S. schools, if it signals a new push to develop greater mutual understanding between educators and the public they serve. Meanwhile, a foundation of agreement on many issues already exists, on which to build cooperative efforts to improve U.S. public education. p. 479

Midwinter (1977) describes the public's request for input into public funds in order to keep a small school open. Harris (1978) describes the processes through which a Committee of 100 worked toward desegration. What is of value for this report, in this study, are the criticisms of the committee, founded or not, as consequences to plan to

avoid in preparing to use community resources as support services to the schools. Jones (1978) describes concerns and successes related to "devolving power on to small groups in the community" p. 19.

The Canadian Council on Children and Youth (Cohen, 1981) provides a detailed document complete with recommendations which address the culture needs of children in Canada, the problems to overcome and the possible ways to address these problems. Some considerations, problems or factors to overcome as community resource support services are provided for children and their culture are:

> All these vehicles (arts education, television and broadcasting media, publishing incentries and the visual performing arts) are valuable in their potential contribution to Canadian culture. At present, however, there are certain obstacles to children's capacity to share in, and receive the benefits of these vehicles. The variables which directly influence the availability and access of cultural influences to young people include geographic location, parental motivation and income level, and arts education programs in the schools. The common characteristic of all these variables is that all are entirely beyond the control of young people. Children now depend, and will of necessity always depend on adults to make the decisions which will affect them for life. There is an urgent need in this country to devote more time and resorces to improving the uneven, sporadic provisions of culture to young people.
>
> Canada is the world's second largest country. Virtually no nation in the world is unrepresented in the cultural heritage of our citizens. We live next door to the largest producer of cultural "product" in the world, and magnificent though it is, it is not ours. We will not be granted a place on our own cultural shelves by others: they are our shelves, and we must make our own place. It will take time, money and commitment.
>
> A commitment to our children must be included at

the top of the list. p. 42 and 47.

An aspect of Saskatchewan, rural Saskatchewan, must be considered in the provisions for community resources as support services.

Rural Saskatchewan lends itself to community resource support services. The esprit de coup has never been squelched as extensively as in urban life. Indeed it is this spirit which influences a return to rural life. While sources for resources may initially look scant, a thorough scrutiny of all aspects of the community reveal a surprising full complement. Rural environments do have problems; "reduction, elimination of educational problems or personnel, increased taxes or school consolidation" p. 10 (Defoe, 1981). However these features may be overcome through early response to change, planning which involves the full community, accepted and trusted implementation methods, and an instituion (like the school) to sustain the effort. Kennedy (1981) suggests a Youth Service agency to overcome the adolescent's concerns with rural life.

Finally related sometimes to rural life but always a part of discussions with interviewee, the community resources support service is viewed as a partial solution to the problems for potential dropouts or children on the move. The literature provides contradictory conclusions regarding student characteristics, however, a few are often listed. There is a mutual negative attitude between school and student, parents experience frustration, and failure in many

perceived forms figures prominently in the profile (Curley, 1982), Bartels (1978), Maurer (1982).

Perseverance (Londoner, 1972) and motivation (Duckett, 1982) are also interesting features for consideration. Jones (1977), Magnussen (1977) describe the problems of dropouts including employment. Realizing these concerns and the potential in community resources, the ideas section will consider programs aimed at potential drop outs.

Finally the characteristics related to educational problems for migrant family children are similar for those students in our province who move frequently. Since community resource support services can be marshalled toward this situation, the concerns and problems to overcome will be addressed in this section. Nelken and Gallo (1978) suggest these students are potential dropouts due to school alienation, family attitudes and problems, and financial reasons. A Bureau of Occupation and Adult Education (1976) suggest career information is a need for the native students. Hanks (1972) suggests a dependency factor to overcome for potential Alaska native dropouts (Hatch, 1972). Elias et al. (1971) also studied the same migrant groups.

In conclusion, a final consideration;

> Community involvement is not a process that comes about by merely following the numbers. It cannot be orchestrated from a desk or a chair. There are no easy steps to success because concern, understanding, mutual trust and cooperation cannot be measured statistically. Involvement requires face to face contact in addition to news releases, letters and memos. It requires a judicious use of words, a holding of one's temper on occasion, respect for the other person's point of view and a

> willingness to let someone else get the credit. There is no guarantee that it will pay off in cash, but it can pay off in satisfaction and long range benefits. p. 16 (Muhlenbruch, 1979)

Thus far community resources has been defined and a rationale has been reported. Now the answers to, 'what exactly are community resource support services?' will be addressed.

Ideas and Concerns

The ideas cover a wide range. In fact only the extent of one's creative imagination appears to limit the possible ways in which the community can provide various kinds of resources to support the school. How the school can support the community is the second part of the two way street which is addressed in community schools in order to ultimately benefit the children of that school and the cause of education. The concept of transition from schooling to educating is useful to ponder when considering which community resource are appropriate support services to the school.

The ideas are organized into a number of categories. These categories become more specific as the section continues.

Following is the order; ideas for community education, community schools, community involvement/participation.

Participation is organized into five categories; public relations, instructional and curriculum support, crisis resolution, school governance, legal resources to education

problem solving and lobbies (Fantini, 1975).

Finally ideas related to particular groups of students are reported.

Fantini (1975) proposed Educare which contains all types of participation in the plan and in addition involved alternative school education ideas. NCEDC in the 80's acts as a type of clearinghouse for the general type of participation calling it community education. They provide many bulletins of ideas. "Some Ideas for Involvement in Community Education" lists over 100 ideas; "Ideas for Media Center Community Education Programs" lists 30 ideas for involvement and an annotated bibliography provides ideas ranging from organization evaluation to role description for administrators and community members. One series, Cook in a NWCEDC publication list (1982), included 3 volumes; Facility Use Patterns, Interagency Relationships and Citizen Participation Issues.

Two centres in Canada are listed in A Guide to Community Education Resources (1981); Regional Community Project, Rural Community Resources Centre in Brandon, Manitoba and Atlantic Canada Community Education Centre in Halifax, Nova Scotia.

NCEDC (1982) also provides resources of great variety about community school education. Furlong, et al. (1979) provide clear specific ideas for community school development. One of these authors is the community coordinator at Willard School Eugene Oregon demonstrating a Community School in action. The first of five categories of

participation around which community resource school support service ideas are gathered is Public Relations.

Involvement participation in Public Relations can be rather controlled, aimed at developing confidence about the school and blocking further involvement (Fantini, 1975). However it can also be a way of communicating, informing and soliciting input from the community; (guidelines Conception Bay, Newfoundland, 1982) The School Paper (Campbell, 1982), telecourses (Beaty, 1979) parent centres (Albert, 1977) newsletters, (Willacom, Puetz, 1982) (Congratulations Saskatoon, Saskatoon Catholic Schools, 1982) and brochures (Board of Education, Regina: French, 1982) (The B ttlefords Developmental Centre, 1979) (Saskatoon Catholic Schools, Providing Services to 8,700 Students, 1981). The above represent a scant sample and were selected as representative of the range available.

Finally the Best of ERIC bulletin #36, (1978) provides 11 studies summarizing how public relation as one way, can successfully involve community resources.

The second type of participation (Fantini, 1975) is Intruction & Curriculum Support. This type of support has three aspects-- volunteers, paraprofessionals and student tutors; community schools and input into curricular programs.

School volunteers come in various shapes and sizes,

Buffer (1980) Newman (1978) Keegan and MacLean (1971) all describe the valuable assistance that retired and senior

citizens can be as a support service to the schools. The activities in which they can be involved range from story telling, to clerical work from working with 'problem' children to supervision. Cautions, procedures, activity ideas and reciprocal opportunities are found in these articles.

Volunteers can also be found in the school or in neighboring schools.

Schine and Harrington (1982) describe valuable services early adolescents can render other school children and community members. In turn they benefit as the community supports their needs for challenge and opportunities during their early teens. Many kinds of programs are described; community service, with youth teaching youth, problem solving, communication and curriculum expansion.

In the Instructor Landsmann (1978) seven school projects are highlighted which use the community resource support services of students; weather reports, community directory, a newspaper, nursing home visits, tree plantings, recycling and clean ups.

Mathes (1979) describes a dental hygiene project undertaken by students. 200 tutors from everywhere (the business world included) met with 200 children at a local church once a week (Grindstaff, 1981). This community organized, administered and implemented program provides mutual support services.

The remainder of the literature reported describes volunteers in general. The ideas in the articles relate to

all aspects of working volunteers-- attitudinal concerns, recruiting, training, scheduling, activating, solving problems and evaluating. These articles in themselves could provide a rich resource for a community resource support service.

The Best of Eric, Bulletin Number 24, 1977 describe 12 studies about school volunteers. Weaknesses, strengths, model organization and activities are examined.

Dolan (1979) describes sources for volunteer recruitment. Brownly, Wood and Stahl separately in an article of the August, 1981 Instructor describes ways in which to involve aides and volunteers to their "full advantage".

As a sample of guidebooks, Hendricks and Enk (1976) in Lighten Your Load with Volunteers provide for the following topics in the table of contents: Preplanning, Recruiting, Training, Using, Keeping, Overcoming Problems. Conception Bay, Newfoundland lists the following topics in its School Volunteer Handbook; the volunteer programme, the volunteer, principal's/ coordinating teacher's responsibilities; school policies and procedures, the volunteer chairperson's responsibilities, teacher responsibilities, volunteer responsibilities, objectives of the parent volunteer programme, some suggested tasks for volunteer parents, evaluation forms.

Finally Caplin (1970), Mott Institute (1973) and Etlinger and Ogletree (1981), spanning the last 10-12 years

all provide evidence that school volunteers are indeed a viable community resource support service to the schools.

The next section under Instruction and Curriculum Support describes community schools. These have already been partially addressed as they are a part of Community Education and reporting the resources of NCEDC.

In Canada the state of community school varies from province to province. For example in British Columbia, the BC School Trustee Asociation, BC Teacher's Federation and community members have been involved since the early 70's. Recently (June, 1982) an institute for Community Education was proposed (Stevens et al, 1982).

In Alberta, Anderson (1979) and Alberta Community School Programme position (1981), provide evaluation and complete details concerning their community school programme. Lazaruk, (1982) provides an analysis of school designated as community schools. An interesting concept is Community Friends, trained personnel who under a fee contract to facilitate the development of such schools.

In Saskatchewan community school provincial criteria allocate it as part of the crisis resolution form of participation (Fantini, 1975) and as such will be omitted here. However, in Friesen and Hunt (1979) a Saskatoon project is described in detail.

In Ontario, the ideas from the previously reported documents relate to the community school concepts. In Quebec parental involvement has been mandated and as such is discussed in the next section. In the Atlantic provinces,

Nova Scotia and New Brunswick, various government departments provide financial assistance to open facilities to the community.

Finally the third aspect of Instruction and Curriculum Support involves input into curricular programs.

The input may be information about the community; e.g. a handbook about educational, recreational, social and cultural services which the school may use (Kentucky Handbook for Community Education, 1979) Directory of Children's Services in Regina (CAYC, 1980) funded by a local business, a women's source directory (Regina Health Sharing 1982) a handbook for single parents (Nelson, (Ed.) 1981), Saskatoon Directory (Community Aid/Resource Centre, 1982). Individual school districts also prepare written materials about the community (Regina, Board of Education, 1979).

Other kinds of input may be the sharing of time, talent, expertise on a regular or one time basis. For example Gibson et al (1982) describes how in death education many community members can offer sensitive valuable resources. Hoopes (1980) describes a multitude of ideas around intercultural education. Loy Jule (interview: Saskatchewan Education, 1982) described numerous ideas relating the French culture to Saskatchewan people.

Bell (1975) describes parenting and outreach classes, diagnostic public health resources and book toy lending services as additional resources for the school.

Liebertz (NWCEDC, 1982) lists over 100 ways for

teachers to use community resources.

Williams (1975) and Indiana State Department of Public Instruction (1976) bulletin provide ideas relating to the organization and use of study trips, resource persons, camping community services and community resource maps.

A Sask Tel (1982) communication provided a variety of materials for community resource input using two approaches: public affairs and their employment office.

Other interesting community resource inputs are museums as partner in education (Danilov, 1976). Liaison, a self-identified adolescent need, matched with interagency support and follow-up program (Saskatchewan Education; interview 1982) school based health care delivery (Warren, 1980) and professional development involving the community (Calvert, et al, 1980).

A third type of participation involves crisis resolution described by Fantini (1975) as intense, problem-issues related and usually emotional in nature. Programs for dropouts, to avoid school closure, for minority groups, for the poor, can arouse community involvement and will often yield positive results. Due to the intense expenditure of emotion and energy the ongoing involvement of community is in jeopardy. Some community schools are the result of such resolution.

Selman and Blackwell (1977) describes the English as a Second Language project and mutual benefits from community input.

Community resources applicable in schools and

appropriate for inner city students are described by Herman (1977). His ideas involve various types of participation, including types which could be classified as public relations, and as curriculum instruction supports. These are directed toward crisis resolution.

The programs involving community resources and are problem oriented, include work/study, school/work, preemployment etc. programs.

Maurer (1982) describes a high school program involving " 1) teacher/staff inservice training 2) alternative academic programs for high risk potential dropouts 3) training students in social and interpersonal skills and 4) family intervention training" p. 470.

Branch et al (1977) describes Project Propinquity from a Learning Center which applies the concept of integrating educational and social service resources to inner city schools for potential dropouts. These students are gathered together in family like groupings for personal, integrated, intensive attention. Results were sufficiently encouraging to continue.

Holland (1979) describes programs. Training for Skills, Unified Vocational Preparation and Youth Opportunities Program which "all are significant, but the first is key to success of the British economy in the 1980's" p. 180. Each programme involved both industry and education employers, unions and education authorities" p. 152.

Training for Skills seeks to encourage and assist

industry and commerce to improve their planning of training opportunities for young people and to restructure training arrangements for them so as to enhance the flexibility of the labour market. If these aims are achieved, the result will be a fairer distribution of training opportunities and an improved quality which will equip young people better to face the changes which will be inevitable during their working lives. p. 152.

The second significant development area is Unified Vocational Preparation. This programme concentrates on those who leave school at or near minimum age, both because they are numerically the largest group and because too little is done for them at present. Many of these young people, as we have seen, enter jobs where there is little or no further education or training, mainly because their need for some systematic form of preparation for work is still not generally recognized. For many such young people the only available supplement to minimal on-the-job training has been part-time further education of a kind they associate with school and which they often reject as being no longer appropriate. The essentials of the new approach are, first, that vocational preparation should be jointly planned and provided by both the education and training services and that its education and training elements should be combined inseparably and, secondly, that it seeks above all to be relevant and realistic. The provision has to be seen by both the young people entering work and their empoloyers as relevant to their needs and focused on the work situation. p. 153

The third major development is the Youth Opportunities Programme, a programme which offers an alternative to unemployment to young people aged 16 to 19 who have been unemployed 6 weeks or more and have no prospect of a job and no intention of returning to full-time education. The opportunities offered, consist of various kinds of work preparation courses, ranging from short assessment periods of two weeks or much longer work introduction courses at a very basic level of numeracy and literacy, through to short industrial courses offering training to semi-skilled level in a great variety of occupational skills, covering all kinds of manufacturing, commercial, clerical and customer service jobs. Additionally, there are work experience opportunities of four different kinds on employer's premises, in training workshops, in community service and in projects. p. 154.

Johnson (1973) describes an Employability Skills Program (ESP) for potential high school drops and demonstrated some attendance changes. Finally the Bureau of Occupational and Adult Education sponsored Career Guidance for Indian Youth. (1976) resulting in significant findings related to dropout rate.

The fourth type of participation described by Fantini (1975) is governance. Governance is further classified as consultative; the professional makes the decision re curriculum personnel, budget after conferring with community organizations, groups and individuals. A second type is advisory (community advisory councils) with an often decentralized school retaining final decision-making function. Third, shared governance is characterized by consensus (no veto) decision-making through equal representation of lay professional persons. Community control shifts the decision-making authority to laymen, eg: local boards, trusteeships. Finally in individual/family controlled governance, the family or individual selects the type of education which suits them knowing the concomitant participation required. The options are within the public system and offer wide choice.

A fifth type of participation involves litigation on behalf of school consumers in order to clarify rights and responsibilities.

The final type of participation is consumer lobbying (Fantini, 1975) in order to become part of power structure in education.

Evaluations

The final section describing community resources as school support services, addresses evaluation. Evaluation (Warden, 1974) may be need assessment; evaluation of communication, goals, all types of participation, planning, interagency collaboration, resource development or an analysis.

Stufflebeam (1975) in an excellent and complete article describes a possible definition and process for evaluation as well as discussing the necessary components, reasons for and uses of an evaluation. Procedures, personnel and standards are suggested.

In addition to the literature describing ways of evaluating community resources as school support services many programs described above have as an integral part, evaluation designed for the dynamic ongoing development of the program. These include Stanton (1981) Usher (1977) Bean (1981), Hillenbrand (1980) Tremper (1978), Elements of Technology (1977) which describe programs to compile resource information and to service the community (by students), to use one-stop shopping centres for community services, to develop participaion in the construction of community structures using PERT (Program Evaluation and Review Technique) respectively. Finally related to employment programs (Butler and Parker, 1980) provides an evaluation.

In summary the literature about community resources as

a support service to the school concurs that they are valuable, perhaps essential, given the economic educational and conditions of today. More important, they benefit the children by providing one of the esssential influential variables effecting school experience. Given the choice and flexibility for utilizing these resources and the abundance of resources for development, initial reservations may be overcome resulting in a school secure in the knowledge that needs indeed are being met.

Parental Involvement School Support Systems

The history of parental involvement has paralleled that of community resources as school support services. The intentions and indirect involvement of parents has sometimes been misrepresented as disinterest in past years. However due in part to the research of Early Childhood Education studies (Office of Economic Opportunity; Operation Headstart and subsequent Follow Through ,1979) programs, the invaluable contribution of direct parental involvement has been validated resulting in renewed efforts toward involvement by both parents and school personnel.

Most of the literature already reported in the community resource section is applicable here.

The literature again will be addressed using the same format, around the questions posed in the Saskatchewan School Support Service Sections indicated by () using the topics; definitions (1), reasons for the service (2)(3),

essential characteristics of the service (4)(5)(6), problems to overcome (4)(5)(6)(8), ideas and concerns (2)(4)(5)(6)(8), evaluation (7). In the ideas sections, they will be organized according to the format suggested by Fantini, (1975). This of course is not the only way to discuss participation forms, rather it's convenient for this report.

Definitions

There seems to be little conflict or discussion over the definition of parental involvement. The kinds of involvement will be addressed under ideas and concerns. Parents are defined as natural, in loco parentis, as guardian or the adult who has custody of the child. Some literature cautions school personnel about the issues surrounding children of divorce and the parents involved (Drake, 1981). In Coletta (1977) Caldwell discusses the term 'education' and 'involvement', a matter of dynamics in schools.

Reasons For the Service

The reasons that parental involvement schools support services are needed and wanted, revolve around the benefits to the child and the benefits to their educational experience provided by these resources.

A program presented at a 1975, Academic Affairs Conference of Midwestern university focused on students' needs identified by parents and teachers. This program

represents a common and crucial reason for parental involvement to identify needs of the children. Other reasons are described Jenkens (1981) Zakariya (1976). Ceja and Lopez 1973 in The California State Department of Education (1973) identified these reasons:

> Parental involvement in the school program is extremely important to the effectiveness of the educational program in meeting the needs of children. Parents should be helped to realize that they need to support the school in its effort to educate their children. Finding ways and means to educate these children needs to become a challenge to the parents just as it is to the school personnel. not only should the goals of parents for their children complement those of the school but the goals of both of these basic institutions which are exerting such a tremendous influence on the development of the child should reinforce each other. The primary responsibility for initiating good relations between the school and the home rests with the school personnel; however, the parents, too, must become interested and supportive participants in the school program. Attitudes are improved and understanding is increased as a result of informed interaction among the children, their parents, and school personnel. p. 5.

Berclay (1977) discusses the reasons for the partnership aspect of parental involvement.

> Since the school and the parents share concern for the welfare of the child, it is logical that they should develop a cooperative partnership. Creating such a partnership is the purpose of the parent involvement program-- an exciting concept designed to bring parents into the classroom where they can actively take part in the education of their child. With the growing emphasis on individualized or personalized instruction, you will find there are many opportunities for parents to participate in activities which do not require the professional expertise of the teacher-- but which do utilize the skills or interests parents have and do provide an enriched learning experience for the children. The parent involvement program does not attempt to replace teachers, substitute teachers, or auxiliary

> personnel with parents, but it can supplement and enrich their efforts with parent assistance.
> Although the primary aim of the parent involvement program is to broaden the learning opportunities of each student through increased personal attention and support, there are also advantages for the teacher, the school, and the parents. The teacher has more time to devote to the professional aspects of teaching and is able to learn more about individual students; the school is able to obtain skills and services from parent which might not otherwise be available; and the parents are able to share in their child's development and to enrich their own lives through meaningful contributions to their community. As communication between home and school increases, parents are able to learn more about, and thus come to support, the school and its programs, while school and teacher gain important information about the community and its residents. p. 6.

Rowell (1981) moves the reasons for parental involvement a little closer to the concept of control. He suggests five rights of parents: to be informed about teachers and principals, to be informed about the curriculum, to be informed about policies, to influence administrative decisions and to influence school policy. Thomas (1978) details these rights p.9.

Fantini (1975) also includes as parental involvement governance by making decisions, by controlling educational policy and by selecting within the public system a number of schooling options and levels of commitment. These are also included in Thomas (1980) Raywid's (1980) interesting concepts of shared governance.

Kaplan (1976) views parents as allies:

> Parents must be encouraged to participate in the education of their children. leadership for preparing parents to meet this commitment lies in the schools and in the universities. When parents

> are involved, they are supportive. Not to involve them is not only foolish but shows a lack of understanding of what education is all about and for whom it is all about. There is much that the home can teach. Every effort must be made to tap this yet untapped resource. p. 168.

Cooke and Apolloni (1975) describe "Ten Postulates of Justification" for parent involvement; as mutual support toward 'the system', to ease shortages, to increase consumer satisfaction, to disseminate educational principles, to decrease longitudinal costs of unsupported students with difficulties, to influence behavior, to stimulate the children, to learn to teach their children for influence over time, and to fulfill a legal responsibility.

Buchnan (1977) suggests that school accountability is too narrow a term for today's concepts and that educational accountability involving parents' responsibilities may better address spiralling costs and dissatisfactions. The responsibilities of parents are providers;

> "for the physical needs of their offspring, (of) " a home atmosphere free from extreme emotional tensions which may again result in permanent damage to the child, hindering normal adjustment to school," (of) "labors of love-- all those positive elements of concern, encouragement and commendation which all children need, in order to build a positive self image and effect wholesome relationships with others" (and of) "a model of brotherhood in the home" p.23.

Seely (1979) voices similar reasons and offers the following interesting insights relevant to accountability;

> four topics have the potential for creating an alliance between teachers and parents, and between public groups interested in the improvement of

> education and professional groups interested in protecting professional interests; better recruitment, better school principals, more help for classroom teachers, and sharing the responsibility for education. Parents and students increasingly blame teachers and schools for poor school performance. Teachers increasingly blame parents and students. As long as this attitude prevails, we cannot develop a sense of shared responsibility or loosen the paralysis that immobilizes the forces of school reform. Parents and the public have their own reasons for not accepting education as a shared responsibility. It is much easier to think of education as a function that has been delegated to the education bureaucracy, and all that remains to be done if the bureaucracy does not perform is to complain about it. What we have here are some deeply ingrained concepts of education as a service delivery system rather than a shared responsibility of learners and teachers. But education does not work that way. It is a process of human development-- a process that can be helped by professionally skilled practitioners but requires the initiative of those who want to be developed. Once we recognize this, we shall realize that students are the most underutilized resource in our schools. The service delivery model has made us think of the teacher as the prime worker. We have to change our basic concepts of education so that all participants feel and act upon a more mutually responsible and cooperative philosophy, in which students help each other learn and even help teachers teach, and in which communities and schools work together to accomplish common goals. As we now move into a period of increased pressure for schools to perform, we must face the fact that the present concepts do not work, that it will not be possible for schools to produce the levels of successful learning for all students implicit in the minimum competency movement, unless we shift to a more cooperative approach. p. 249 f.

Commager (1976) concludes "the most promising enterprise in the realm of education is to make education once more the business of the whole society: to recreate old or create new educational networks of all those affluent organizations whose function is not profit making but society making,and whose role should not be limited to the

current scene but fiduciary" p 36 (parents).

Stamp (1975) describes 'Parent Power' as reasons for parental involvement.

Finally, two rather interesting views are expressed in articles related to parental involvement. Johnson (1977) suggest that parents after the early years should not be involved in the school since the school acts as a mini-world providing a safe environment in which to test out the emerging roles of adulthood. Interference negates this essential role of the school. Gilman and Meers (1979) describe new roles for schools to challenge children raised by parents who "struggle to provide for children an internal set of values and sense of moral and social responsibility" p. 84.

In summary (Coletta, 1977) "Schools presently have the opportunity to build positive parent attitudes toward education on a large scale by working more closely with the home. Educators can accept the challenge to serve society by encouraging stable families and competent children. Successful parent involvement programs benefit many and have the potential for raising the quality of life for everyone" p. 18.

Essential Characteristics

The essential characteristics of parental involvement school support services are; (Coletta, 1977) home-school communication, classroom tasks, parent awareness groups, policy making and home based curriculum. Ceja and Lopez (in

California State Department, 1973) list; school personnel commitment, cooperation and coordination, community peer pressure, home visits, small group meetings, low profile of school officials, within- group participation and leadership. Berclay (1977) suggests school personnel support and training; parent/teacher planning, preparation, orientation, tasks; student orientation; evaluation. According to Bauchetal (1973) in Wylie the following activities should be included; to promote parents as educational facilitator for their child, to provide mutual benefits for parents and program and/or to support the program.

Finally Lucas and Lusthaus (1977) provide the interesting view that the essential characteristic is the perception of school communications by parents as open. Openness in turn is facilitated by parental involvement and the result is building positive attitudes. School personnel roles need to be studied.

In summary the characteristics of the involvement are determined by the goals which motivate the interest in involving parents in the school program and the amount of effort to be spent in overcoming obstacles. (Anselmo, 1977).

Problems to Overcome

The problems to overcome vary with the goals of the program (Anselmo, 1977). Distrust and frustration may be intense as schools strive for credibility of purpose.

Balancing and coordinating the needs of parents and their children occurs where parents are empowered. Clarification of roles in a third possible problem area.

Kaplan (1976) offers a warning:

> Today our schools are involved in turmoil which, of course, reflects our society. It is unrealistic to believe that public education can be anything other than a reflection of the community. A casual observer of our schools, if there is such a thing, can quickly point to violence, poor attendance, inadequate facilities, and inadequate funding as issues confronting education. In addition, there are legislative mandates regarding all of these issues, plus calls for reduced budgets, competency-based certification, multicultural and/or bilingual education, etc. etc. etc. Out of this confusion and turmoil one thing is abundantly clear: parents (the public) are speaking out through their legislators and in the courts. Ten or 15 years ago, you could count on your fingers the number of critical cases affecting education in the courts. Today that number is in the hundreds. In many of these cases, parents are the plaintiffs.

Granowsky, Middleton and Mumford (1979) names fear as a potential problem to overcome in parental involvement school support services. Fears that:

> Parents won't come to the school, at least not the parents who need to come.
> Parents don't want to become involved in their children's learning.
> Parents don't understand... teachers don't communicate in a way that parents can understand.
> Educators don't want parents poking about in school business. p. 826.

These authors then offer strategies to overcome these fears of problems using: a Communications Office, the Chamber of Commerce, flexible timing and scheduling, commited staff, Partners in Learning Approach, "telephone

tree" (parents contacting parents), Progress Forms from the school used by local librarians, Handbooks of Tips from Teachers to Parents.

Sarata (1978) in a discussion about coordinating social services describes the problem of empathy among interagency professionals. The some lack of empathy occurs between parents/teachers/school/home. The suggestion for increasing empathy through discussion are also applicable.

In a Manual of Directions for Parent Perception Project: A Supplementary Project of the Special needs Assessment program (SNAP) (presented in Academic Affairs Conference of Midwestern Universities, 1975) offers the following cautions, advice and summaries of problems identified by teachers and parents; be sure personnel are prepared, provide follow up and feedback, meet individual differences. While these refer to the administration of the needs instrument, they still reflect areas for consideration.

Ideas and Concerns

The next section describes the ideas about parental involvement. They are organized by type of participation (Fantini, 1975) as detailed in the previous section.

Jenkins (1981) using slightly different terminology, describes the involvement program at five levels, entry, getting involved, curriculum participation, self assertion, decision making. In some ways these parallel Fantini (1975) and are viewed as developmental.

The entry phase or the public relation phase may be characterized by a 'show and tell' attitude as a block to perceived interference from parents or as a way to offer information about the school, the curriculum, the personnel and the policies which are some of the rights of parents referred to by Rowell (1981).

Grossrickle (1981) offers some ideas through written face to face direct communication with individuals, groups, and the media or indirect attitude modelling. Sutton (1982) suggests Wednesday Morning Coffee sessions, follow up conversations, classroom visits which could culminate in meeting needs in a personalized Parent's Night or Education Week Event. These events occurred in a secondary rural school.

Andain (1979) coordinates a Parent Guide to Education a sample of materials available to inform parents.

Parents can become involved in the support of Curricular Instruction. Ways to become volunteers are to be involved in a community school and to provide resources as a support. The information found under Community Resources is also applicable here.

Coletta (1977) outlines strategies for organizing and implementing parent involvement programs in Working Together: A Guide to Parent Involvement and offers a complete catalog of ideas about assessment (parent/community) planning (goals, strategies, evaluation) stimulating involvement (meetings, communication,

brainstorming, special events). Another 50 ideas are found by Ceja and Lopez (California State Department, 1973). Berclay (1977) offers over 100 suggested activities for parents, workshop and discussion starters as well as information on developing, and evaluating parent programs.

Granowsky et al (1977) describes ways to establish rapport, to gather information, to inform and to involve parents in 14 different categories of ideas.

Berlin and Berlin (1973) describes a parental involvement program built around parents teaching games to children. This program has evolved into a parent education class.

Criscuolo (1982) reports a complete program "to take reading into the homes-- and bring parents into the schools" p. 345 which is actually 14 different programs, beginning with Kindergarten Registration, and involving tutors, federally funded programs, newspaper publicity, Reading Advisory Board, a Parent Resource Room, Workshops, Courses, Saturday Tutoring, in home visits- Be My Guest, Parent Activity Sheets, Test Result Conferences, Homework Program, Reading Progress Letters, Question/Answer Brochures, a Book Bank and a Talent Bank.

Parents collected, prepared, organized and recycled materials for active learning in a Centre (Gilman and Nelson, 1975) as well as provided an information and resource newspaper and file.

Other ideas which relate to parent education programs and teacher training; (Feldman, et al, 1975) use

availability, and (Thomas, 1980) uses principal accessibility. Seligman (1979) suggests interpersonal relationships training for teachers. "The Parent Crunch: What Should A Teacher Do?" is a stimulation exercise to develop rapport Berclay (1977).

The next type of participation is in response to crisis for resolution according to Fantini (1975). Five articles relate to this theme; Canady and Seyfarth (1979) discuss strategies to build parent-teacher conferences, Brown (1980), describes parent education to solve problems. Dean (1981) describes the 'tough love' approach to crisis resolution. Such an approach involves parents and the school. Elliston (1976) describes a program for new Canadians parent to relieve stress and alienation. Johnson (1976) describes the mystery of new math as a vehicle for parental involvement.

Governance participation involves several levels; consultative, advisory, sharing decisions, community controlled decisions and family controlled decisions (Fantini, 1975)

Coletta (1977) begins this process with parent awareness using a variety of communication approaches in order to contact parents and involve them. For example, training parents for change involves 6 phases: establish rapport, define the problem and data, brainstorm solutions, select one solution to implement and strive for acceptance, maintain the solution. The above applies to teacher change

too. Another approach involves home based program, most appealing for working parents or parents with small children.

Jenkins (1981) calls the governance phase self-assertion and decision making. Fantini (1975) describes the evolution from consultative through to family controlled decision-making. In consultative, advisory and even in some shared decision situations the final 'say' may be made by the professionals. The shift occurs at community control.

The Home and School Association fulfills a consultative role. (Saskatchewan Federation of Home and School, 1981).

Vancouver School Consultative Committees (Vancouver School Board, 1981)" advise on the educational program-- not direct it" p. 3. Also in Vancouver, B.C. Education Advisory (Audain, 1981) provides consultative services as an "independent, non-political nonprofit" p.8 group. Thomas (1980) suggests that teachers and principals will need "to understand a new concept-shared governance of education" p. 1. This statement indicates that the status of consultative governance may not be satisfactory and that other governance goals are more ideal.

The consultative and advisory levels of governance tend to overlap.

A Best of ERIC Bulletin, (1977) cites 11 studies related to Advisory Committees. Each one highlights different aspects: the need for principals skilled at impression management; definition mediation, decision-making management; guidelines for developing a council; a

model for hiring; evaluation of committees, new competency based program development; two handbooks re benefits, organization, development, functions; cautions and advice,; extent of influence and school level operations.

Lucus and Lusthaus (1978) (1979) discusses Quebec's mandated (1971) compulsory school committee to "serve as an information channel- as an advisory council". p. 21 "school administrators have power over the actual control parents may wield" p. 25. There is evidence committees desire more control and that the school "address issues of parental concern" p. 25.

Lucas, Lusthaus, Gibbs (1981) describe the governance roles of these Quebec advisory committees. Based upon research these changes are advocated: provide funding to free committees to make an impact, develop a separate information structure and redefine 'cooperation' (part of the mandate) in order to enable the committee to face dissension and promote "group collaboration" p. 39. Lucas and Lusthaus, (1978) explore the decisional participation of elementary and secondary levels within this mandate reporting the secondary level has problems to overcome but are no less eager to become involved.

Fischer (1981) describes shared governance by committee concensus in a hiring process involving parents and faculty members of an elementary school, illustrating the third level of governance.

Midwinter (1977) describes community controlled

decision over crisis resolution involving school closure.

Raywid (1980) describes, and in Education, BC (1977) the editor, Cleave , reports Canadian examples of family/individual solutions to education. Raywid provides the rationale, historical support and benefits of being "directly and immediately responsive to public dissatisfaction keeping pace with an increasing sense of powerlessness--- than the provision of choice" p. 137.

The final methods of legal and lobby participation appear to be performed for example by the Education Advisory (Audain, 1981) described above p. 8.

Evaluations

The literature reported above included evaluations as a part of their program, in fact much of the information is based on assessment-- summative and formative evaluation.

Other literature which addresses evaluation of parental involvement school support services divides into two groups: evaluation of the types of parental involvement programs and parents' evaluation of the school/educational program.

Beginning with the public relations level of participation, Lucas and Lusthaus (1977) suggested proactive communication which is sometimes uncomfortable but may lead to a more open and supportive school envirnonment.

Bausch et al (1973) evaluates the second type of participation Curriculum Instruction Support.

He comments on the involvement in 5 Head Start Programs. Participation was greater in smaller centers.

Centers that provided transportation or baby-sitting did not affect their rate significantly, however the quality of communication was in question. Parent coordinator's personality was a variable. Finally the expectations about program and involvement played the most important role.

The third type of participation, crisis resolution, is a part of the programs discussed above.

Governance level four, or type four participation is the advisory phase and is evaluated by Greenwood (1977) in addition to reported studies above. Greenwood advises building trust and providing transportation and child care to encourage participation of low income parents through a membership committee. A Parent Involvement specialist could liaise between school and parents providing inservice communication training.

The final type of evaluation and indeed the final literature concerning parental involvement school support services addresses the parent evaluation of schools. The Best of ERIC #35, (1978) provides 11 studies. While each one highlights a different aspect of schools/education; elementary/middle/ junior high and secondary schools; it is clear that parent evaluation can lead to commited parental involvement.

Staff/Program School Support Services

The definition (1), reasons for the service (1), essential characteristics (4)(5)(6), problems to overcome

(4)(5)(6)(8), and evaluation (7) will follow the format as outlined in the previous three sections of this Search of the Literature. Ideas and concerns (4)(5)(6)(8) will address the four components of staff/program support services as in the operational definitions; input into policy and procedures, provision of resources (consultative [principal included] and activities [inservice]); local curriculum development and other professional growth.

Definitions

In the literature staff/program school support services is viewed as staff development. In it is integrated the services of consultants and all professional growth activities but as such are termed inservice. Inservice has taken on the job of staff development.

Kelley and Dillon (1978) define staff development as "all those activities sponsored or recognized by the school district" that "help employees do their work better and with greater satisfaction." Inservice in contrast with preservice may be viewed in that manner.

In ERIC descriptors, staff is defined as existing personnel; program is defined as a formulated scheme developed set of procedures, and planned activities around specific objectives; support services listed are community, delivery, financial, human, information, producer, professional and shared. Further professional services include consultants, intermediary administration, professional, personal, referral, and social services.

Thus in combination staff/program support services would include those services listed above which hold up existing personnel and function around objectives.

This report is limited to the operational definitions as presented in the Introduction, however most of the support services to staff are within the limits of teachers' organizations and most program support services are within the limits of a central/district/board/regional coordinating office.

Matching program and kinds of support services provides varying views. Are there professional support services available for program development from other disciplines eg: Health, Law Medicare, Social services? How is such a support managed? How would such supports alter the educational programs?

How do staff program support services themselves interrelate, or should be or are interdependent, is another concept to ponder.

Two final concepts are often inherent in definitions related to staff/program support services. First, the services are directed toward improving staff/program effectiveness usually as part of the assessment cycle. Is there a place for services directed toward recognizing the successes of staff/programs? McLaughlin and Marsh (1978) describe staff-training activities and staff-supporting activities. Second, change is often an aspect of staff/program support services. Therefore, models and ideas need to consider the dynamics of change.

Reasons For the Service

The reasons for program/staff support services are to effect change and to improve staff/program effectiveness. This reason is based on needs. Kelley and Dillon (1978) report needs due to declining enrollments "a corresponding decline in teacher turn over with concomitant decreases in mobility and creativity within the professional- increased public dissatisfaction with the schools and increased pressures for accountability", p 1. McLaughlin and Marsh (1978) report "districts must work with what they've got--older and tenured teachers" p. 72

Fantini (1975) describes the transition of schools to educational institutions as well as the accompanying pressures and need to reform. These pressures create the need for staff/program support services in order to learn how to provide a "universal" quality multifaceted education to all students no matter their needs.

Many authors describe the need for staff/program support services in order to meet the everchanging needs of our growing dynamic society. These authors view staff/program support services not as a necessary support due to failure but as a proactive preventative support in order to provide already competent staff with skills and confidence to continue to educate (Buchan, 1977) (Gilman & Meers, 1979) (Kaplan, 1976) (Thomas, 1980).

Morris (1981), in an article "Teacher Competance: A Red Herring, sums up the need and reasons for staff/program

support services. He describes educators lack of power;

> In education, the real power belongs to the funding agencies. The formulas depend on body count. Such funding invites the warehousing of poor students and the decline of standards. Discipline breaks down when a young hoodlum is worth the same amount of state aid as a serious student. In some schools, standards must be sacrificed to placate students and parents more interested in high grades and social adjustment than in an honest measurement of learning. For a teacher trapped in such an environment, true competence is surviving long enough to collect retirement. Exceptions to the decline in student achievement exist. Athletics, music, and medicine demand self-discipline for true success-- just as do math and English. The difference is that coaches, music teachers, and teaching doctors can get away with demanding such discipline. Recreation leagues and private recitals demonstrate the willingness of parents to devote time and money to activities they consider important. In school this same kind of support enables coaches and music teachers to reward excellence and punish sloth. When a truly egalitarian concept is put to the test in public schools, as it is on the nights when PTA meetings permit parents to follow their children's schedules, only those same parents who support recreation leagues and music recitals will attend. Yet teachers are constantly told that student failure is teacher failure. Ranting about teacher competence allows us to avoid looking at the roots of the problem. Body counts make for easy funding. Juvenile justice systems that send young hoodlums back to the classroom to prey on innocent peers are more difficult to attack than teachers. Making student aid and jobs in college dependent on family income is far simpler than forcing students to submit to the test of competence. Now that we don't like the results of such a society wide effort, it is much easier to drag the red herring of teacher competence across the path than to pursue the problem honestly and effectively. p. 124

Teachers themselves are now becoming vocal in regard to the quality of work life issues including staff/program support services. Principals, administrators are all calling for the opportunities to learn skills in order to

fulfill the expanded expectations and potential they can envisage for students in schools (Clay and Long, 1977) (Kunz and Hoy, 1976) (Ferguson, 1975) (Miskel, 1974).

Thus in summary the reasons for such services are to improve effectiveness and to meet needs.

Essential Characteristics

The characteristic of staff/program support services are expressed in a variety of ways but essentially abridge into the following; in a facilitating atmosphere staff can and desire to provide differential services based on needs.

Burch and Danley (1978) reports performance depends on how the individual perceives his own competencies and abilities" p. 15. Rand Corporation reported in ERIC Research Action Brief Number #10 (1980) suggest "concrete, ongoing, teacher specific" training, "hands on", "the kind of assistance they needed when they needed it" p. 4 Halstead (1980) says "The keys to success are planning and commitment on the part of the building principal and cooperative professional growth committee" p. 31. Joyce and Showers (1980) from 200 research studies "identified five components of training; presentation of theory, demonstration of skills, practice in classrooms or simulated settings, feedback about performance and inclassroom coaching" p 385. Maximum impact is only realized when all 5 components are effectively in place. Maximum impact is viewed as change in teacher behavior.

Kelley and Dillon (1978) conclude that the

characteristics "should evolve from diagnosed needs, be continuous, ongoing, involving all professional staff including administrators" p. 8. Preservice and inservice should be part of a continuum and use teachers to train teachers. Lawrence (1974) reviewed 97 studies and concluded "successful programs... involve teachers in planning and management... and provide... for practice and feedback" p. 43 Some kinds are more successful on site, actively using teachers helping and assisting teachers and administrators.

McLaughlin and Marsh (1978) report teacher commitment, influenced by program planning strategies involving both administrators and teachers, and by the challenge of complex, is the key success factor in staff/program support services. Olivarez and Berrier (1978) suggest school based inservice and all its implication as the essential characteristic. Trohonis and Jackson (1980) suggest a personal 5 step approach; to establish objectives, to decide how to bridge the gap between 'is' and 'would like to be', to agree upon what is to be done to provide resources and to review and evaluate. Webster (1980) suggests teacher centers using clinical supervision as a characteristic.

Finally, Wood and Thompson (1980) pinpoint the essential characteristic of program staff support service by building around the adult learner needs and characteristics.

Again the literature focuses these characteristics toward inservice. However, if the reader mentally inserts input into policy/procedures, consultative resources, local

curriculum development and professional growth into the above, the same characteristics apply. The staff/programs support services in any area are essentially characterized as need directed and personally managed by those in need in a facilitating atmosphere.

Problems to Overcome

The problems to overcome in staff/program support services are often atttitudinal. The roles of recipients and providers of support services are not clear. Procedures, the need-basis and the strategies may contradict the characteristics discussed above. The governance balance among elected boards, superintendents administrators, community members, principals, parents, teachers and students has not been clarified in public debate toward a possible compromise of the 'wants' of all involved participants.

Wood and Thompson (1980) report;

> "Inservice teacher training... is the slum of... education. It is disadvantaged, poverty-stricken neglected and has little effect" "Staff development personnel... view teachers... as needing to be controlled and wishing to avoid responsibility" p. 375-376.

Kelley and Dillon (1978) suggest avoidance of: "extensive use of one-shot dog and pony shows... snake-oil cure-alls for a fee, (from those who) are unable or unwilling to remain until their panaceas have been implemented and tested" p.6.

Another problem to overcome is motivating teachers,

Casey (1979) suggests merit pay, Cohen (1973) suggests the challenge of new skills and recognition for competence, Erlandson and Pastor (1981) suggest "involvement in decision- making, challenge on the job, expression of creativity, freedom and independence, and the opportunity to use a variety of skills" p.8 Other authors agree (Gregorc and Hendrix, 1973), Gudridge (1980).

In summary teacher motivation will cease to be a problem if the quality of work life issues are accepted as legitimate, rather than self-serving, and as positive concomitant factors towards excellence in education.

Evaluations

Finally evaluation of staff/program support services to date is essentially the reason for the need of service which is directed toward needs by those with needs. Joyce and Showers (1980) provide an extensive evaluation of such support services and upon the evaluation provide the reported characteristics above. Lawrence (1974) provided an earlier evaluation and subsequent suggestions.

Evaluation of the process of providing support services has also been a part of the above evaluation and applies not only to inservice but to all services meant to support program and staff.

It is these evaluations that clearly announces the needs of staff for involvement; practical, concrete, change-effecting involvement, in support services for programs or themselves.

Ideas and Concerns

The ideas and concerns relative to input into policy and procedures related to staff/programs evolves around the concept of governance. Governance, as discussed in the literature about community resources and parental involvement, is in a complex state of upheaval. Staff, program, public, parent, society, student pressures contribute to this issue.

Traditionally staff and program input into policy/procedures has been facilitated by teachers' association, principals, administrative staff and superintendents. There is as much dissatsfaction surrounding this input as there is from community/parents surrounding their input into the local schools. The system of final power, control, negotiation and mediation is in question. It appears all sides want more power and control of governance.

Reported in the Quarterly Report (Melvin, 1982) a study of decentralization in Saskatchewan was available October, 1982.

In ERIC Research Action Brief #3, (1977) L. Harmon Zeigler's writing is discussed. The assumption is that democracy is appropriate for governance in education. If it is, then the democratic process in education needs reform. Decentralization may encourage "experiments in democratic procedures of governance such as management team or participative decision making." p. 4. Zeigler warns about the "perils of insulation from the community though the

perils of a completely open and democratic environment are great." p 4.

Burch and Danely (1978) suggest input into policy and procedure is a reward of excellence.

The second part of the ideas for input into policy and procedure is related to programs. How does information about programs have an ultimate impact on policy and procedure. This issue evolves around putting research into practice. This report's mandate does not include research implementation but provisions for methodical, completely evaluated, thorough implementation are sadly neglected and become a "pon" to be passed from level to level across the educational system. Research is a support service and most critical in order to meet needs of our children in society.

Caruso and Ditterman (1981) Nieman and Gastright (1981) offer views on this topic.

Conception Bay, Newfoundland (1982) is a sample of the school policy prepared using staff/program support service information. Other provinces report staff input into policy and procedures using; Staff Forces (Nova Scotia), Task Forces (Alberta, British Columbia, Manitoba) teaming (New Brunswick) program coordinators (Newfoundland) and a variety of ways depending on local need (Ontario) (Little Red School House, P.E.I.). Saskatchewan's methods are found in a previous section.

Ideas and concerns related to resources divide into two areas personnel (consultants, principals and others) and

activities (types of inservice).

In reference to consultantive personnel; there are consultants for staff and consultants for programs. In the literature several authors suggest that internal (school) general consultants are more effective (Haughey, Holdaway and Small, 1977) (Perelman, Nevin and Knight, 1978) while specialists by subject/area are more effectively provided in a system. Further these authors suggest that in-house consultants can free the system consultants to do a more thorough job by effectively addressing local management, program, behavior concerns and by providing locally appropriate ideas, practice and followup. A facilitating atmosphere is essential providing release time, support and preparation time for such projects.

Perelman et al (1978) also emphasize the need for consultative skills training for the 'in-house' consultant.

One obvious choice as consultant is the principal. The principal's role is often the dumping ground for a multitude of demanding complex tasks, eg:dismissing incompetent teachers (ERIC, Fact sheet #2, 1980). That principals and schools do have an effect on student learning is well documented (Deal and Celotti, 1980) (Edmonds, 1979), (Rutter, et al, 1979) and (Wellisch, 1978) all from Best of ERIC #64, 1982; 11 studies.

Principal's need for leadership skills is well documented (Clay and Long, 1977) (The Best of ERIC, 1978).

Their role is described as leader, facilitator, change agent. Their character is defined as: people oriented,

dedicated, commited, hardworking etc. (The Best of ERIC #64, 1982; #55; 1980;)

Their selection is crucial (The Best of ERIC #66, 1982). Finally the evaluation of principals is also documented in the literature (ERIC Research Action Brief #12, 1980) based on contingency, a R.O.M.E. (Results Oriented Management Education) an assessment project, an administrator evaluation instrument, eight key competencies including the who, what and how implications related to principal evaluation.

In the literature the trend appears to be to tool the principal for a consultant's role.

A final type of consultant seen as a support service (Bingham, 1980) is someone to work through the maze of support services available, with staff members in order that the choice is effective.

In the literature program consultative services are provided by specialists (Haughey, Holdaway, Small 1977) or the publishers of specific programs who provide consultative services.

The types of resources described by activities is referred to in the literature as staff development mostly inservice.

Inservice comes in many arrays. The following variables influence the type of inservice choices; client (age, experience, previous training, personality, years of professional growth, history of professional involvement,

position, content of teaching assignment, outside interests and abilities) agent (see above client variables) site, strategies, governance, philosophy, resources, (availability, access and philosophy about use of inservice). The interaction among all the above factors, provides still other possible alternatives for providing inservice. Essential characteristics for inservice were reported as part of this same topic relative to all staff/program support services.

Other ideas are ways to use a professional growth committee, (Halstead, 1980), including selection, needs assessment, goal agreement, background information and use of the staff meeting. Olivarez and Berrier (1978) suggest a four phase program using a steering committee and principal: needs workshop, grade level group needs assessment, training experience, evaluation. Weiler et al (1982) at a conference of National Teacher Center Directors addresses several aspects of inservice using centers:

> The fourth annual National Teacher Center Directors Conference, the proceedings of which are reported in this document, called for discussion on; (1) institutionalizing teacher-centered inservice education; (2) expanding the support base for teacher centers; (3) synthesizing the teacher center experience; (4) linking teacher center products with national dissemination systems; (5) improving staff development programs; (6) state leadership roles in teacher centers; and (8) how key constituent groups view teacher centers. 14 workshop sessions topics were teacher centers, collaborative research, professional development, networking, urban and rural education, parent and teacher cooperation, and education for the handicapped. (Abstract).

Kennedy (1978) also explains decentralized teacher center approaches which offer inservice and operates special project research schools.

Mohlman (1982) used Joyce and Shower research describing essential characteristics of staff/program support services to successfully develop inservice for local needs, using various treatment groups.

These additional studies demonstrate how local needs can be met through coordination from professional field consultants outreach component.

Program inservice may be provided by specialists or through publishers.

Across Canada consultative inservice is receiving needed attention. There are again a variety of ways in which particular schools, boards, districts and provinces handle this resource service.

In Nova Scotia, various levels of staff, work across level to coordinate and eliminate as much overlap as is appropriate given their focus on local control while providing resources (personnel and activities). This approach is true to some extent in all provinces. In P.E.I. one approach, an outside agency, provides inservice for, and is funded by the participating clients and agents. (Little Red Schoolhouse, Summerside; interview). In all areas shared governance related to all types of resource support service appears to be the trend.

Local Curriculum development by staff for programs appears to occur as the result of inservice activities.

Local curriculum programs can also be the result of specialist or committee work and are still designed to be a support service.

The reasons for local curriculum development are to adapt provincial curricula for local needs, to fill 'gaps' not fulfilled by provincial curricula or to meet uniquely local needs. Across Canada local curriculum development appears to ebb and flow (Manitoba, Nova Scotia). Most require authorization. Funding is available in some cases. In some provinces if teachers are 'accredited' in a formal manner then curricula changes are often informally in practice. In other provinces, it is felt that task forces comprised of local educators bring the flexibility into the provincial curricula to meet the local needs. (Nova Scotia, Prince Edward Island, New Brunswick, Manitoba, B.C. Alberta, Ontario). In these areas educators are used to implement inservice new curricula (Manitoba). In the Yukon and N.W.T. other provincial curricula is adopted.

Thomas (1981) describes local curriculam development as a process of integration of various subject contact areas e g.: aesthetics. Saskatchewn Education Policy #17, outlines authorization of Locally-Developed Course of Study and Request for Department of Education Approval (1981). Local/curriculum development and implementation are seen as a unit (Board of Education, Regina).

Throughout the literature schools have been requested to become more relevant through parental and community

involvement. At the same time coordination of all support services has been requested. Perhaps around local curriculum if provided with time and funds, input with impact at the local level may occur. (Coletta, 1977) (Jenkins, 1981) (Fantini, 1975) (Stamp, 1975).

Finally professional growth school support services for staff and program appears in the literature to be a 'catch all' phrase for all other activities which cannot be easily classified another way or are both staff/program support services. Implementation of any change is an example and requires the characteristics of successful inservice with a view to models of change (see Models Section). Other topics and activities which could be in this area are; conference, bursaries and merit pay; reward systems; committee, special council, conference membership and involvement; teacher association involvement; student teacher involvement; secondments, visits, special projects assignments which can be directed toward staff/program support services. The Best of ERIC Bulletins focus on other issues and suggest involvement strategies which could lead to professional growth for school staff for school programs: Coping With Stress (#50, 1980). Teacher Absenteeism (#63, 1982) Merit Pay (#44, 1979) as well as an ERIC Research Action Brief (#15, 1981). Teacher Motivation (#60, 1981; Fact Sheet #1, 1980; Research Action Brief, #13, 1980) Communication Skills (#39, 1978) and Managing Conflict (Research Action Brief #3, 1978) also invite professional growth.

Across Canada, the same types of activities and topics

exist in varying degrees of organization and in place at different levels. In Newfoundland, 'bank days' are one approach for professional development for staff/program. In other provinces the task force approach is used to develop strategies for provincial education dilemmas.

From the literature and the national interviews, staff/program support services are viewed as essential, and should be provided for educators, by educators in the most open flexible manner. Just which organization or level of education is responsible for what type of staff/program support service has not been adequately debated nor has the issue about basis of operation been clearly defined. Teacher center/outside agency is one concept and internal system services is another.

The Search of the Literature has provided evidence of concerns about support services to the school. The definitions, needs, characteristics, variety, problems and implementation/evalution methods have been addressed.

The acceptance or rejection of support services in general and the depth of use is still the decision yet to be made. The decision is yours!

Appendix D

Summary

Saskatchewan School Support Services

SUMMARY
SASKATCHEWAN SCHOOL SUPPORT SERVICES
(Sample Basis)

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
1. Definitions	- agreement with operational definitions	- broadened to include governance	- broadened to include governance	- agreement with operational definition
Usefulness	- vital, stop dropouts, public commitment, early help	- healthier children - commitment	- caring, understanding of school, co-operation	- behavior change, more help for children
2. Available (to receivers/ dispensers)	- guidance; little, approach varies, high school more articulate than personal guidance, - health-limited in scope but effectively delivered - psychological services approaches vary with size, personnel, assessibility to supports, board philosophy (specific personnel, out reach, central office) - audiology (see health services) - speech - transitory phase, variety of approaches - school social work - inadequate but needed - attendance - articulated but not effective	- variety, usually informal some volunteer programs, a few Local School Advisory Committees	- variety, informal school level (sporatic) board level (much involvement)	- if involved in input re quantity/ quality their services were quite available and varied - policy - varied from explicitely written to judgments by siutation - resources varied by accessibility to services, regional offices, shared service involvement and by size (consultative services - varies, sporatic, inservices varied by input opportunities) - local curriculum development varied by support given in terms of time, funds by needs of school children and most frequently included computer education and work/study programs - funds determined availability
ratings	- most rated 2; 9 rated at 5; no 4's	- most rated 2; no 5's	- most rated 2; no 1's, 4's, 5's	- most rated 2-3; 4 rated at 5; no 1's or 4's

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
Available (from producers - Saskatchewan Education	- Regional Services Division: Special Education, Superintendent, Consultative and Educational Administration Branches.	Policy, Planning and Special Projects: Community Education		- Policy, Planning and Special Projects
	- Administrative and Support Services Division: Saskatchewan School For The Deaf			- Development: Instructional Resources (Curriculum Implementors)
	- Policy, Planning and Special Projects; Shared (Joint) Services			- Regional Services, Superintendents Special Education, Consultative Branches (Small schools, Divisions and Private School Superintendents)
	- No formal inter-agency or intra/inter-governmental co-ordination			- Administrative and Support Services; Saskatchewan School For The Deaf, Book Bureau, Correspondence School,
				- Official Minority Language Offices
- Saskatchewan Health - Saskatchewan Social Services	- Health Promotion and Community Health Branches; (Russell, 1980): as well as information in organizational charts Appendix B)			
- S.S.T.A.		- governance	- governance	- assistance
- S.T.F.				- detailed services; input, resources, local curriculum development and all aspects of professional growth
3. Development	(Varied according to the length of time the interviewers had been in their positions; to the reactive/proactive stance of their boards, to perceived needs of children, to administrative styles, to community populations profile, to involvement in Shared Service programs)			
4. Why needed	- vital, stop dropouts, public commitment, early help	- healthier children - commitment	- caring, understanding of school, co-operation	- behavior change, more help for children
What is not needed	- none except in a few instances due to present level of commitment or to local situation; changes anticipated.			

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
5. Procedures	(Varied; centralized/decentralized administration was a significant factor in procedural approaches and satisfaction)			
	- varied, more involved particularly when related to funds	- more school level decisions and procedures	- more school level decisions and procedures	- varied from imposed to 'evolved' procedures
6. What is needed? How should services be made available	- guidance; services urgently needed (resolve confidentiality issue, create liaison betweeen elementary/high school programs - create more personal guidance focus, - create dropout programs (*provide school level governance co-ordination) - health; expand services, in-school co-ordination - psychological; access-ibility needed, co-ordination in school - speech; services urgently needed in school, more time - audiology; (see health) - social work; services needed in school, co-ordination, educational perspective, accessibility; more personnel; more time	- leadership at Department level, (guidelines, ideas, resources, funds commitment, sample policy and procedures) to demonstrate how local communities may become involved. - how to develop positive attitudes in community teachers - how to involve 14-16 year olds in community in order to be motivated and reskill for school programs	- (see Community Resources Services) - how to operationalize Local School Advisory Councils (ideas, resources, strategies, workshops)	- effective 'input' and implementation opportunities related to policy, planning procedures, consultative services, inservice, local curriculum development and all professional growth experiences - school level decision making, planning and implementation using other resources as needed - trusting personal, professional approach - funds and commitment from all governance levels

(specific groups: Children as clients in Social Services need tutors; French Language, Native, Small School Divisions, Private Schools, Special Education children need adequate specialized resources.)

*Applies to all social services and also among school, community resource, parental involvement, staff/program support services at all governance levels (intergovernmental-ministerial level to school/community level including interagency, interdepartmental co-ordination).

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
7. Effectiveness of what is now available	- most at level 2	- most at level 3	- most at level 3	- most at level 3
8. Comments - Specific -		- How to develop a catalog (Handbook) - Public Relations (How, What) - Dropouts - How to meet needs of 12-16 year olds - Work/Study Programs	- How to involve (handbook) - How to change attitudes - Public Relations	- Instructional strategies for high schools teachers in Multi-grade classrooms - How to supervise teachers, principals, (inservice package) - What is a dynamic effective principal? - Director's Role and Fiscal Responsibility - Contract Inservice - How to get administation and staff together - How to get support services? (Inservice package)
General	distances, provincial standards, equality, normal children, continuing progress, gifted children, core time, role of department, co-ordination, trustee role, reactive/proactive, eliminating competing structures, interagency/interdepartmental/intradepartmental co-ordination social agent dilemma, school flexibility, catalogues of all available services in Saskatchewan.			